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# REPORT ON CHILD FOSTER CARE



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COMMITTEE ON CHILD FOSTER CARE



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# **Report on Child Foster Care**

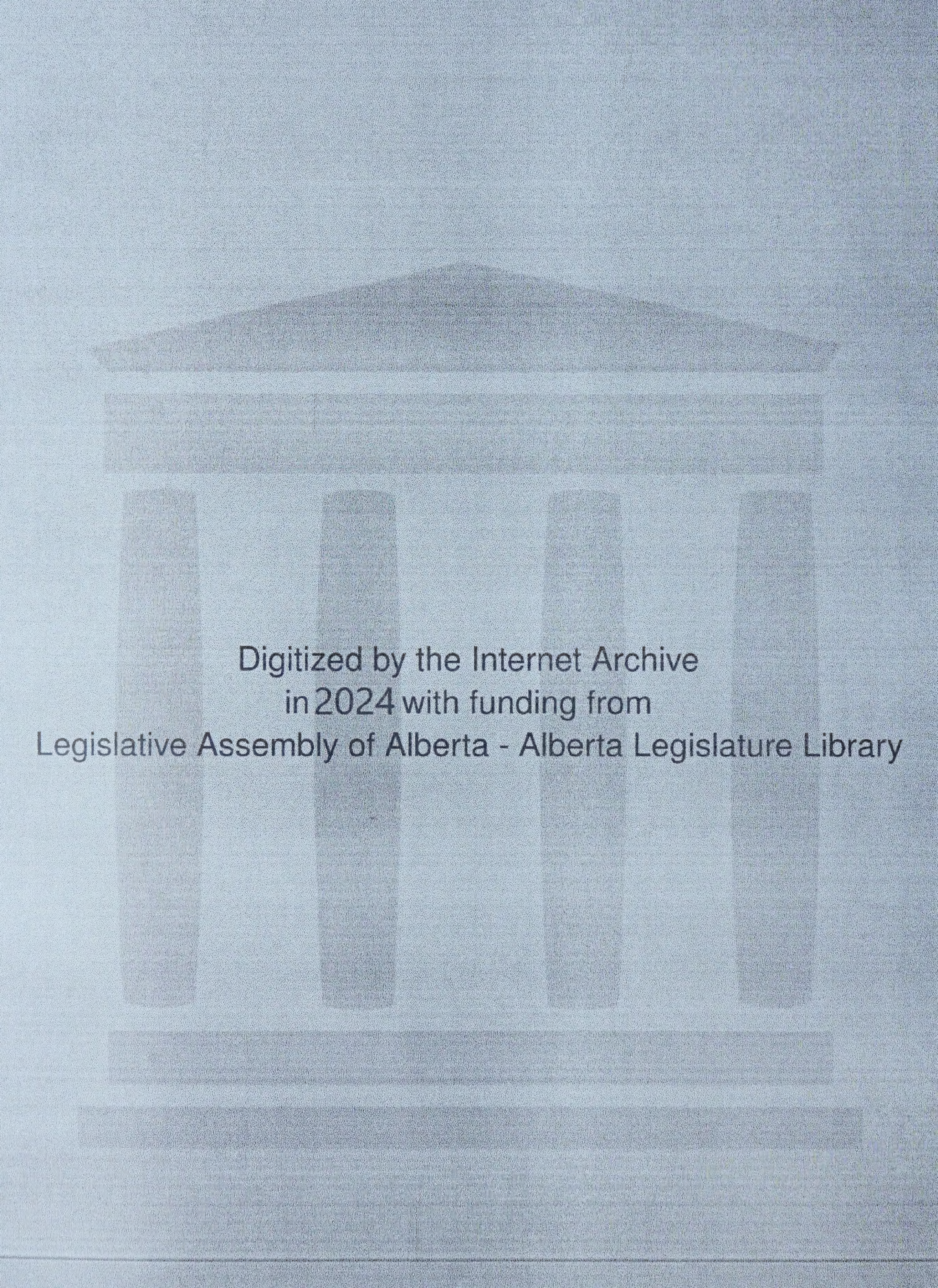
Submitted by  
**FOSTER CARE COMMITTEE**

Appointed by  
**THE GOVERNMENT OF ALBERTA**  
to enquire into  
**CHILD FOSTER CARE**



SEPTEMBER, 1972





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# INTRODUCTION

## 1. Appointment of Present Committee

By Order-in-Council No. 598/71 dated April 5, 1971, a copy of which is attached as Appendix "A" to this Report, the Executive Council of the Province of Alberta appointed a Committee to study foster care procedures in Alberta. Members of the Committee were as follows:

His Honour Judge A. P. Catonio, Chairman  
Frederick George Winters  
Eileen O'Bryne.

The terms of reference for the Committee were set out in the Order-in-Council and were very broad. The purpose of the Committee was to investigate foster care and related problems in Alberta.

## II. Basis of Report

Your Committee believed that the purposes of the Committee would be best served if submissions and hearings concerning foster care could be as informal as circumstances might require. The newspaper advertisements which are attached as Appendix "B" to this Report advise that the hearings would be kept as informal as possible and submissions were not required to be professionally prepared.

The arrangements for advertising inviting submissions were handled through the Provincial Government Publicity Bureau and the attached advertisements were published in daily newspapers and weekly newspapers throughout the Province. In addition to the newspaper advertisements, radio announcements of the public meetings of the Committee were made over local radio stations shortly before the hearings were convened.

Opinions contained herein are based on the following public meetings, investigations and study:

1. Seventeen public hearings during the months of September, October and November 1971, at the following centres:  
Camrose, Whitecourt, Edmonton, St. Paul, Wainwright, Lac La Biche, Vermilion, Edson, Calgary, Grande Prairie, Peace River, Medicine Hat, Red Deer, Blairmore, Lethbridge, High Prairie, Drumheller.
2. Visits to 21 child care institutions in the Province of Alberta, during the months of November and December 1971 and January and February 1972. The institutions visited were:

New Hope School for Retarded Children, St. Paul.  
Vermilion School for Retarded Children.  
Whole Life Foundation, Guy.  
Sifton House, Lethbridge.  
Diagnostic and Treatment Centre, Edmonton.  
Children's Centre, Edmonton.  
Centennial Villa, Edmonton.  
Mapleridge, Edmonton.  
Alberta Youth Development Centre, Edmonton.  
Alberta School Hospital, Red Deer.

Deerhome, Red Deer.  
Children's Service Centre, Calgary.  
Wm. Roper Hull Home, Calgary.  
Spruce Cliff Home, Calgary.  
Providence Creche, Calgary.  
Woods Christian Home, Calgary.  
Marydale Home, Edmonton.  
Glenrose School Hospital, Edmonton.  
Oakhill Boys' Ranch, Bon Accord.  
Rosecrest Children's Home, Edmonton.  
Grace Children's Home, Dimsdale.

3. Visits to licensed foster homes, private foster homes, group homes and with foster parents and former foster children.
4. Visits to Central Office of the Department of Health and Social Development and Regional Offices for discussions with key personnel and Regional Administrators and their staff.
5. Attendance at Victoria and Vancouver, British Columbia, for three days for comparison studies of that Province's procedures in the field of foster care. Meetings with the Directors of the Children's Aid Societies in Victoria and Vancouver, and visits at two of its child care institutions.

A total of 19 written submissions were received by the Committee, from the following organizations:

1. Alberta Association of Social Workers.
2. Royal Alexandra Hospital — Department of Psychiatry.
3. Lethbridge Regional Office — Department of Health and Social Development.
4. Medicine Hat Regional Office — Department of Health and Social Development.
5. Department of Health and Social Development — Central Office, Edmonton.
6. Grande Prairie Regional Office — Department of Health and Social Development.
7. Mapleridge Residential Treatment Centre.
8. Calgary Foster Parents Association.
9. Family Service Association of Edmonton.
10. Medicine Hat Family Service.
11. Catholic Charities of Edmonton.
12. Calgary Inter-Faith.
13. Alberta Conference United Church Women.
14. St. Paul and District Foster Parents Association.
15. Drumheller and District Foster Parents Association.
16. Fort McMurray Regional Office, Department of Health and Social Development.
17. Group Home for Deaf Children.
18. Sturgeon Valley Home.
19. Native Workers Association.

Several oral submissions were made at the Public Hearings by interested groups such as the Edmonton Foster Parents Association and the Don Bosco House, Calgary. In addition, numerous letters were received from private citizens in which they expressed their views and opinions on various aspects of child foster care.



From its inception your Committee has had the complete cooperation of Mr. Dean Melsness, the Director of Child Welfare, and his staff; Mr. Arthur R. Boettcher, Program Supervisor of Foster Home Placement; Mr. J. A. Lackey, Assistant Director of Child Welfare; Mr. Bruce Rawson, Chief Deputy Minister of the Department of Health and Social Development; and all Regional Administrators and their staff. Your Committee must also acknowledge the cooperation and assistance of Mrs. Dorothy Smith, secretary to your Committee, who attended at the public hearings and during institutional visits.







# HISTORY

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## (a) Historical Background of Foster Care — General

Little is known about the origins of foster care. Although fosterage was practiced among the Anglo-Saxons, the Welsh and Scandinavians, the institution reached its peak of development in ancient Ireland.<sup>1</sup> An examination of the Irish institution reveals a sharp contrast between it and its modern counterpart. Fosterage in ancient Ireland was based on a voluntary contract between natural parents and foster parents, both usually members of the upper class. The goals of the institution were to provide a means of training children and, by forming close bonds between families, to promote social cohesion. Social status was the controlling factor in fosterage. In addition to determining the fee the natural parents were to pay the foster parents, social status determined the legal obligations that attached to the network of relationships established, as well as the nature of the food, clothing, training and discipline the child was to receive.<sup>2</sup>

Foster care, as the term is generally used today, is quite different from the ancient Irish institution. It is in Alberta a government-supervised placement for children, generally from the lower and lower middle class, whose natural parents are unable to provide them with proper care and who are therefore provided with substitute parents, most often recruited from the lower middle class.

A small but increasing number of foster children today come from the middle and even higher income class. These children require care, not for financial reasons, but because of emotional and disciplinary problems in the home. The courts have the power to declare such problem children temporary wards by virtue of the Juvenile Delinquents Act, Chapter 160, Statutes of Canada. Appendix "C" indicates that in March of 1971 there were in the Province of Alberta a total of 8,360 wards, and of those wards, 1,836 were temporary wards, 3,281 were permanent wards, and 660 were made wards of the Crown by virtue of the Juvenile Delinquents Act.

When a court separates a child from its biological parents and awards custody to a government agency, the agency usually places the child with foster parents or in a private or government operated institution. In the majority of cases, the separation of the child from its biological parents by court order is of a temporary nature and the child is referred to as a temporary ward. Eventually, it is thought, the temporary ward will be reunited with its biological parents and the family relationship re-established. If the court should decide that the separation of a child from its biological parents be permanent, the child is known as a permanent ward and hopefully will be placed for adoption. However, if the child is not adoptable (often because of age or physical or mental disability) it will be placed in a foster home or a private or government operated institution. In the Province of Alberta we have a third category, namely, a non-ward care child. This class arises when the biological parents are unable, alone, to shoulder the entire

<sup>1</sup>W. Hancock and T. O'Mahony, Preface 2 Ancient Laws and Institutes of Ireland, Senchus Mar, Part II, XLVI (1896)

<sup>2</sup>Sanford N. Katz — When Parents Fail — The Law's Response to Family Break-down, 1971 — Beacon Press.



responsibilities of parenthood. The parents will then seek assistance from the Department of Health and Social Development. In the majority of non-ward care cases the child remains with the biological parents while receiving assistance and guidance from the Department. Your Committee has made only a cursory study of the non-ward class as it is not within the terms of reference except only indirectly under reference item No. 7.

#### **(b) Historical Background of Foster Care — Province of Alberta**

The Children's Protection Act of 1909 was the first Provincial legislation touching on foster care. Provisions were made in the Act to pay \$3.00 per week, if necessary, for a child's care. In these early years, many foster children were placed in what became known as "free foster homes" that is a home where a child's services were received in lieu of foster care payments. Under a system of "free foster homes" the problem, quite naturally, was not locating foster homes but rather locating foster homes which did not view fosterage as an opportunity for cheap child labour. This practice was entirely discontinued in Alberta by 1962. During these early years of foster care local doctors were frequently used as "inspectors" of the foster home but, by and large, the only control on the quality of care provided by the foster parents and received by the foster child was effected by a stipulation requiring the foster parents to write to the Children's Aid Society twice annually, outlining the progress of the child.

It is interesting to note the foster care statistics for the year 1915 which were as follows: 675 children in care, classified as in need of protection because "the mother was unable to support". Of this total 95 were placed out to work, 93 were in shelters or hospitals, 18 were in institutions, 195 were in the process of adoption proceedings, 254 had been returned to relatives and 20 died.

A Department of Public Welfare was established in 1944, at first in conjunction with the Department of Public Health, and in 1952 as a separate department. In April 1971, the two departments were again united under the present Department of Health and Social Development.

By 1945, 1,613 children were in the care of the Superintendent of Child Welfare, the Children's Aid Society having terminated its activities by that time. Of these 1,613 children, 552 were placed in adoptive homes, 482 were in "free foster homes" and 700 were being maintained by Municipalities or the Province, mostly in "orphanage style" institutions.

In July 1947, the provincial government set up a Commission to investigate the truth of allegations made of child welfare in Alberta. The members of the Commission were: Chief Justice W. R. Howson of the Supreme Court of Alberta; Chief Judge J. W. McDonald of the District Court of Southern Alberta; and Judge E. B. Feir of the District Court of Southern Alberta. The Report of the Commission submitted to the government on December 3, 1948, contained 23 recommendations, some touching on foster care. The Commission pointed out the need for careful examination of foster homes prior to approval and regular post-placement visits.

Juvenile Offenders were transferred to the Attorney General's Department in 1951 and in 1957 the Welfare Department assumed full maintenance costs of children in care. The rates in 1957 were \$1.15 per day for children and \$1.50 per day for teenagers. Up to 1958 there were only four Regional Offices in Alberta, located in Calgary, Lethbridge, Drumheller and Vermilion. By 1962 an additional 22 Regional Offices opened. In that year there were 2,854 children in paid foster



homes and 746 in institutions. Shortly after this, some of the old style orphanages closed down placing more wards in paid foster homes. A new program was introduced into the Welfare Department by Order-in-Council dated October 22, 1963, as an extension of Social Allowance benefits to assist children cared for in homes of relatives or guardians where the natural parents are unable or unwilling to provide for them, and where the guardian is experiencing financial difficulties. Although this aspect of child protection is not covered by your Committee's terms of reference, mention of the Program is made here as it has an important bearing in reducing the number of children being made wards of the government for placement in foster homes or institutions. This program is commonly known as A.D.C. (Aid to Dependent Children.) Today there are in the Province 665 being assisted under this program.

During the years 1964-67, foster home rates increased for wards of all ages. An increasing number of children required specialized services such as is provided by the Diagnostic and Treatment Centre in Edmonton, which opened in 1967. It was during this period that a Foster Home Program Supervisor was appointed to the Department's Central Office to coordinate the ever growing foster home program. That position is today held and ably administered by Mr. Art Boettcher. During this period, Foster Home Associations were organized in Edmonton and Calgary. There are now 17 operational Foster Home Associations in the Province.

On August 1, 1970, juvenile delinquents again became the responsibility of the Department of Health and Social Development. Today we have in the Province in excess of 8,000 wards in care, over 4,000 in some 3,100 paid foster homes and between 800 - 900 in institutional placements. The needs of these 8,000 children are supervised by 180 - 200 semi-specialized or specialized child-care social workers, working out of 35 Regional Offices. In the City of Edmonton, for administrative reasons, there are three regional offices and the City of Calgary has two.

If reference is made to Appendix "D" it will be noted that today in the Province of Alberta, there are approximately 3,000 foster homes.







# LAW AND PROCEDURE

## Relating to Foster Care in the Province of Alberta

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### (a) Legislation

The legislative authority to provide foster care and the right to use public funds for this purpose is granted pursuant to the provisions of the Child Welfare Act, Chapter 45, R.S.A. 1970. Section 3(1) of this Act provides for a commission known as the Child Welfare Commission and Section 3(2) stipulates that one of the members of this commission shall be the Director of Child Welfare. The Commission presently comprises:

Mr. J. E. Ward  
Mr. R. W. Holmes  
Mr. K. T. Motherwell  
Mr. W. L. Casselman  
Mr. O. M. Melsness. (See Appendix "E")

Mr. Ward is retired and a replacement at the date of writing has not been made. Mr. Melsness is the present Director of Child Welfare.

Pursuant to Section 5(1) the Director administers the Child Welfare Act under the direction of the Minister of Health and Social Development and with the assistance and advice of the Commission. Section 5(2) outlines the Director's responsibility to provide care for children assigned to his care, in keeping careful and accurate records of foster homes, in arranging for the evaluation, supervision and inspection of foster homes, and in causing case histories and records to be kept on children living in foster homes. Section 10 provides the authority under which the Minister may use monies to maintain children in foster homes, and also for the training and education of foster parents. Your Committee is of the view that the present legislation is adequate and that within the scope of this legislation there can be developed those policies which can achieve a high quality foster care program. Policy modification and not necessarily legislative changes will be required to ensure a continuing high standard of foster care in the Province.

### (b) Regulations

The "Manual of Regulations and Procedures" (hereafter referred to as the manual) sets out departmental policy with respect to Child Welfare generally. Part 4 of the manual deals specifically with foster care. These regulations relating to foster care are very detailed and most comprehensive and are set out in 24 main headings and 60 sub-headings.

Your Committee has concluded from its extensive studies and public hearings:

- (1) That the regulations or procedures as contained in Part 4 require immediate revision in certain areas.
- (2) That the regulations require constant review and revision from time to time to meet changing conditions,  
and

- (3) That knowledge of the said regulations by social workers in the field and by foster parents is often very lacking.

Your Committee has noted that there often exists a feeling of great antagonism between the Department and foster parents or between foster parents and social workers and that much of the antagonism could be dispelled by a modification and upgrading of present procedures as contained in Part 4 of the manual and by constantly ensuring that the contents of the manual are communicated to social workers and foster parents. Cooperation and team work between the Department and foster parents and particularly between foster parents and social workers is essential in maintaining a foster care program of high standards. Cooperation and team work becomes an impossibility if either the social workers or the foster parent, or both, lack a thorough knowledge of the policies of fosterage and the rules and procedures as set down in the working manual.

### **RECOMMENDATION #1**

- (1) *An immediate review of the Manual of Regulations and Procedures with a view to making them more workable in the light of present day problems.*
- (2) *An educational program involving social workers and foster parents to ensure that all have a working knowledge of the contents of the manual.*

### **Foster Home Applications, Home Study and Placements**

The Manual of Regulations and Procedures enumerate six basic requirements for foster home applicants as follows:

- (1) The applicants should be married for at least one year.
- (2) One of the applicants must be at least 21 years of age.
- (3) The female applicant should not be expecting a child at the time of application and the youngest child should be at least one year of age.
- (4) The application for foster care will not be considered during the time the applicants are in the process of adopting a child.
- (5) Initially, the foster mother should be willing to remain in the home.
- (6) The home should provide a separate bed for each foster child; the room should be adequate in size; there must be adequate ventilation; there should be closet space for the child's clothing; and the room should be located in such a manner that in case of fire, the child would be able to get out easily. When considering basement accommodation, particular attention should be paid to the above points.

Your Committee has concluded that when a government agency makes important and far reaching decisions affecting the lives of young people, that is, foster children, it is not practical nor desirable nor even possible to set rigid guidelines, rules and regulations. It is your Committee's finding that many excellent prospective foster parents have not been recruited and their valuable assistance utilized because these basic requirements set out above are too restrictive. In the light of today's standards and society's view of marriage and family life, your Committee has concluded that the basic requirements for entering the foster care field are no longer practical. It is common knowledge that troubled young people today often are able to relate better with the younger age group and that a growing number of young and/or unmarried persons and working mothers are today rendering valuable and effective services in the field of human welfare as volunteer social work-



ers, group home managers, etc. The skills possessed by these people should not be ignored. Your Committee has concluded that there is a pool of excellent prospective foster parents which is not being utilized because the present basic requirements for foster home applicants are too restrictive.

## RECOMMENDATION #2

*A review of the basic requirements for foster home applicants with a view to their possible removal or modification. Greater flexibility is required and each prospective foster parent should be assessed on his or her own merits and qualifications.*







# PRESENT DAY FOSTER CARE PROCEDURE, PRACTICES AND PROBLEMS

---

## (a) PREVENTION

Today the institution of marriage and family life is being severely tested. Many people are questioning the very principle of marriage and family life in the form that it has existed in the Western World for so long. It is common knowledge that in our highly industrialized and fast-paced society numerous problems develop which disturb the stability of marriage and ultimately causes the family unit to disintegrate and collapse. Everywhere new forms are being experimented with and are being suggested and practiced as a substitute for marriage. Divorce is not only available everywhere but in recent years the grounds for divorce have been enlarged and expanded. Public attitudes towards divorce, the dissolution of marriage, common-law relationships and new marriage forms are having profound and grave effects upon the family unit. Common-law unions have become an accepted mode of life. No longer are they held in disdain—on the contrary, such relationships are openly entered into, and sometimes inadvertently encouraged and indirectly supported by the welfare system. Many of these unions are unstable, temporary in nature and a disastrous beginning for the children born thereof. When a legal marriage is brought to an end in the divorce courts, or by mutual consent by separation, or when a common-law union terminates, children emerge confused, disillusioned and very often with severe emotional and behavioral problems. These “problem children”, or probably more accurately, these children of “problem parents”, often come into care by way of apprehension and become candidates for the foster care program. It is not the function of your Committee to investigate and make recommendations in the field of marriage and divorce, however, reference item #4 makes some comment necessary. Item #4 of the terms of reference reads:

“assess the numbers and types of children requiring foster homes placement and indicate the future trends that may be expected.”

Conferences and discussions show that there is nothing upon which the conscience of our time is more determined than that the family shall be preserved. Valiant efforts are being made everywhere to meet the ills of modern family life. More is required. Your Committee believes that an effective prevention program must be an integral part and a corner-stone of any effective foster care program. A successful and dynamic foster care program calls for measures in prevention whose goals are to reduce the number of children coming into care. Your Committee adheres to the maxim, “An ounce of prevention is worth a pound of cure”. It has been pointed out that:

“as a group, children growing up in substitute care are demonstrably poorer in the necessities of life (in the real meaning of the phrase) than other children and that only a serious attitude to prevention to provide the means to have children cared for at home whenever possible, would reduce the numbers at present straining the child care service, and enable those who must be placed to receive more individual attention.”<sup>3</sup>

If reference is made to Appendix “F” and “G” one begins to realize the tremendous costs in dollars that broken homes bring. Studies indicate that in the foreseeable future, the number of children coming into care will continue to in-

<sup>3</sup>Dinnage, Rosemary and M. L. Kellner Pringle, “Foster Care — Facts and Fallacies” (Langmans, London, 1967).

crease and that more and more of these children will have deeper and more complex behavioral problems. This trend will necessitate the recruitment of a greater number of foster parents with special skills and the establishment of more child care institutions at ever escalating costs to society. Child psychiatrists, psychologists, the medical profession generally, educators, religious leaders, social workers and professional and lay people in every field agree that an institution or even a good foster home is a poor substitute for normal family life in developing a sound, healthy, happy and stable child. For this reason the prevention program, associated with and tied into the foster care program, must be expanded and encouraged. Every effort should be made to support parents in their role in parenting. Much is being done in the prevention field in the Province today. More is required.

Your Committee urges:

1. That groups and associations presently operating in the Province should be encouraged and actively supported to continue to make available information pertaining to:

- (a) family planning.
- (b) family life education.
- (c) education for marriage.
- (d) education for parenthood.
- (e) marriage and family counselling.

2. Recruitment within the Department of qualified family counsellors and continued and on-going training be provided to social workers to develop skills in working with troubled families with a view to preserving the family unit.

3. Accentuation and enlargement of the programs of existing prevention services, such as:

- (a) Day care centres.
- (b) Foster day care.
- (c) Family Aide service and counselling.
- (d) Homemaker and Home Visitors Services.
- (e) Family Life Education.

4. Development of new imaginative and practical home aide services designed to meet day to day family crises with a view to preserving the family unit. Your Committee cannot overemphasize the need for and the importance of a strong prevention program tied to the foster care program.

At the time of writing, steps are being taken with the assistance of the Federal Government to establish a Conciliation Court in the Province. This project is under the direction of Judge M. M. Bowker of the Edmonton Family Court. Your Committee cannot over-emphasize the need for and the importance of a strong prevention program tied to the foster care program.

### RECOMMENDATION #3

1. *Recognition by the Department of Health and Social Development of the value of the family unit by expanding the existing prevention program.*
2. *Recognition of the importance of the goal of reducing the number of children coming into care by practical steps in the field of family planning, family counselling, reconciliation, and home services. Substantial and immediate financial assistance is required.*

While dealing with the topic of prevention your Committee must comment on the need for the exercise of caution by social workers in arranging welfare



payments when such payments contribute to family breakdown. It is urged that a policy be implemented by the Department to reject welfare assistance to claimants when such assistance obviously contributes to separation and family breakdown. Such funds would be better expended in efforts to preserve the family by strengthening the prevention program. Welfare assistance should be provided as a last resort and only after serious efforts to preserve the family unit have failed.

#### (b) PUBLIC ATTITUDES

The studies undertaken by your Committee reveal that the largest percentage of foster parents have been and continue to be recruited from the lower income family groups. A very small percentage of foster parents are in the middle and higher income family group. Your Committee has concluded that lack of public knowledge concerning the foster care program contributes to this problem. It is regrettable but true that the public's attitude toward those engaged in fostering is not a healthy one. In a large measure this attitude is the product of little knowledge and ignorance of the important role played in today's society by foster parents.

#### RECOMMENDATION #4

1. *An active and continuing campaign be instituted in an effort to alter and upgrade public attitude toward fosterage.*
2. *Programs be instituted to encourage the middle and higher income family group to enter the foster care program.*

#### (c) MULTI PLACEMENT PROBLEM

A recurring complaint received by your Committee at all public hearings and in many of the written submissions concerns the movement of children from one foster home to another; or from the home of the biological parents to a foster home and back again or from a foster home to an institution and back to a different foster home and so on ad infinitum. There are reported cases of children having 20 or more placements in the space of a few years. Your Committee has determined that one of the salient weaknesses of the present foster care program is the ambivalent nature of child placement. It is an accepted fact that children crave and require stability and a feeling of permanent belonging. It is regrettable that a multitude of factors in the present system have denied generations of children this needed stability. The causes for this grave weakness in the present system are sometimes as numerous as the movements themselves. Among others, they can be traced back to the rigidity of the present rules and regulations, or the inexperience of the social workers, or the inadequacy of the foster parents or even the weakness of the law and the court structure. It is not possible to make one sweeping recommendation to correct or alleviate this critical problem. It is the Committee's hope that several of the recommendations contained above and hereafter will be of assistance. Our recommendation at this point can only be one of general policy and principle.

If circumstances require that a child be removed from the home of its biological parents for placement in a foster home, every effort must be made to select a foster home where a maximum degree of permanency will be found. It would be most desirable if the child could initially, following apprehension, be placed in a receiving centre where a total assessment of the child could be made prior to placement. If the child's problems and its family problems were known prior to a foster home placement the chances of a proper initial foster home placement would be enhanced and the likelihood of further placement reduced. Unfortunately, at the present time there is a serious lack of receiving and assessment facilities in the Province.

## RECOMMENDATION #5

1. *Stability in foster home placement should be a cornerstone of the foster care program. Multiple-placement should, whenever possible, be avoided.*
2. *Whenever a child comes into care and requires foster home placement, every effort should be made to ensure that the initial placement is a correct one and that a maximum degree of permanency will be attained.*

Your Committee cannot place enough emphasis on the importance of proper initial placement. To achieve this end several changes, innovations and additions to the foster care program are required.

## RECOMMENDATION #6

*To implement the principle enunciated in Recommendation #5:*

1. *The establishment of receiving and assessment centres throughout the Province to be strategically located to meet the needs of urban and smaller centres as well as the cities.*
2. *These centres to be staffed with trained professional help. The objectives of these centres must not be custodial care but as the name implies — receiving and assessing.*

*The child's stay at the centre must be of short duration — sufficient only to assess its problems and decide upon proper initial placement. Your Committee believes that Sifton House in Lethbridge could serve as a model for the rest of the Province.*

3. *The recruitment of specialized and trained foster parents equipped to cope with children suffering from emotional or handicap problems. These parents should be trained and adequately compensated to provide institutional type services in a normal family setting.*

### (d) AVAILABILITY OF FOSTER CHILDREN

A recurring complaint from foster parents living in the rural and small centres of the Province was the unavailability of foster children. Your Committee, while conducting hearings and studies outside the larger centres of Edmonton and Calgary, took note of the lack of foster children available for placement in the many rural foster homes. At the same time it was noted that often a serious shortage of available foster homes existed in Edmonton and Calgary and too often children in these centres were receiving institutional placement as a poor alternative to good foster home placement. Although it may sometimes be desirable to place children in foster homes in the same locality in which the natural parents reside, on many occasions such is not the case, and a movement of children from Edmonton and Calgary to the smaller centres would be beneficial.



## RECOMMENDATION #7

1. *Regional offices be required to file monthly reports with central office indicating the number of foster homes in use, the number of foster children being accommodated and the number that can be accepted.*
2. *Wherever possible the offices in Edmonton and Calgary should be encouraged to use available rural foster homes outside the cities in preference to institutional placement.*

### (e) FOSTERAGE RATES

1. Current Rates
2. Problems
3. Findings
4. Recommendations

#### 1. Current Rates

The public hearings conducted by your Committee and the written submissions received revealed a rather uniform divergence of opinion between foster parents with respect to the present rate schedules. By and large foster parents residing outside the cities of Edmonton, Calgary, Lethbridge and Red Deer, found the present rates near adequate, with the exception of rates for clothing, which all foster parents found to be totally inadequate. Foster parents in the Provincial cities, on the other hand, expressed the view that the present rate structure for board, clothing and other requirements is insufficient.

The rates paid by the Department to foster parents at the time of writing are as follows:

#### DAILY BOARD RATES

Age	Paid Effective January 1/68	Paid Effective January 1/71	Proposed By Department January 1/71 but not implemented	Being Paid as at August/72
0 - 11	\$2.00	2.10	2.15	2.10
12 - 15	2.50	2.60	2.70	2.60
16 - 18	3.00	3.15	3.25	\$3.15

Board rates are meant to cover, in addition to basic food, such items as tooth paste, face cream, cosmetics, shampoo, kleenex, cold remedies, gauze, adhesive bandages, shoe polish, hair oil, laxatives, dry cleaning, hair cuts, shoe repairs, personal items such as sanitary supplies; spending money, gifts by the child, gifts to the child (other than one Christmas present by the Department) and baby sitters if the foster parents want an evening, day or weekend out.

#### YEARLY CLOTHING RATES

Age	Paid Effective January 1/68	Paid Effective January 1/71	Proposed By Department January 1/71 but not implemented	Being Paid as at August/72
0 - 1	\$78.00	81.00	84.00	81.00
2 - 5	100.00	104.00	107.80	104.00
6 - 11	122.00	126.80	131.60	126.80
12 - 15	161.00	167.60	173.60	167.60
16 - 18	205.00	213.40	221.20	213.40

Very costly items such as winter coats and jackets, shoes and overshoes are included in the present clothing rates.

It should be noted that the following are not paid or provided to foster parents:

- (a) a salary,
- (b) furniture - such as beds, cribs, chairs, dressers, lamps, desks, baby carriages,
- (c) bedding - sheets, pillows, pillowcases, blankets, (unless the foster child is a chronic "bed wetter"),
- (d) holiday expenses for the child - unless he attends a camp,
- (e) homemaker for sickness, baby sitting and emergency services,
- (f) continuation of normal board rate when the child is in the hospital,
- (g) insurance coverage - neither to the foster parents nor to a third party - for possible damages done by the foster child,
- (h) an easily available allowance for cultural and sport participation - including travel allowance.

## 2. Problems

From its studies your Committee ascertained a number of problems encountered by foster parents both because of the present rate structure and the payment practices by the Department. The main problems are the following:

1. The rate structure, particularly for clothing, is too low in relation to current living costs.
2. The age categories at present in use for determining board rates are too broad. For example, a one week old baby is in the same category as an eleven year old child.
3. Failure by the Department to tie the rate structure to the cost of living index, i.e. between 1968 - 1971 the rates to foster parents increased by 4% while the cost of living index rose 14.3%.

### COST OF LIVING INDEX - ALL ITEMS

1961 = 100%

(Information supplied by Statistics Canada in August 1972)

	January 1st 1968	January 1st 1971	January 1st 1972	July 1972
Canada Wide	115.4	129.7	136.3	140.2
Edmonton/Calgary	111.8	125.1	130.3	133.1

4. Requirement placed upon foster parents to submit a monthly claim for board and clothing allowances.
5. Retention of Family and Youth Allowances by the Department for the first 12 months after placement.
6. Lack of knowledge by foster parents and, on occasion, by social workers of increases in rates and of "extras" paid for by the Department.
7. Restriction of annual vacation allowance to organized camp-type holiday only.
8. Absence of any insurance coverage plan to protect foster parents and third parties from damage claims arising from wrongful acts by foster children.



9. Absence of provision of homemaker for sickness, baby sitting and emergency services.
10. Delays experienced by foster parents of receipt of monthly allowance cheques.
11. Absence of provision at present for increased allowances during initial days of placement.

### 3. Findings

(a) Discussions with personnel at the Home Economics Department of the University of Alberta, retail department store managers and a cross-section of parents, reveal that the present rate structure used by the Department to compensate foster parents for boarding and clothing a foster child is inadequate. In referring to board rates it is important to keep in mind that many necessary items are included in the term "board rates" in addition to food. (See page 15).

It is not a recommendation of your Committee that foster parents be paid a fee for their services, over and above actual expenditure; rather it is the Committee's view that the present policy of compensating the foster parent for necessary expenditures only be continued. However, to implement this policy, an immediate review and increase in the present rate structure will be required.

The last increase in the rate structure took effect January 1st 1971 and your Committee is of the view that the increase at that time was inadequate. Even among Department administrators there was some feeling of inadequacy with the increase as revealed in an extract from Departmental correspondence:

"There are two weaknesses in what we are doing that I think should be considered. Firstly, we are using an objective or "scientific" measure to adjust rates that were subjectively established in the beginning. What it amounts to is that the 1968 rates are being adjusted to compensate for inflation. Secondly, the adjustment we are proposing covers the increase in the cost of living some two years ago. I believe one of the reasons for this is that (name deleted) prepared his recommendation for a 4% increase on October 15, 1969 for implementation April 1, 1970. His recommendations were based on the cost of living increase (in the Edmonton/Calgary Index) from April 1968 to April 1969. When implementation was delayed to January 1, 1971, the amount of increase remained at 4.0% rather than being increased by the additional 21 months cost of living increase, (14.3%)."

In recommending an increase from the present rate structure your Committee is of the view that it would not be realistic to look only at the January 1/71 rates but rather, in some measure to compensate for the 21 month period previously lost.

In setting a new and more realistic rate structure, regard should be had to the Canada consumer price index rather than the Edmonton/Calgary table because as the said table itself states:

"City indexes are not as comprehensive in price content as the Canada consumer price index and may underestimate slightly the degree of price movements occurring. In this connection, the shelter component of the city indexes moves on the basis of changes in rents only, whereas changes in both rents and home-ownership costs are included in the Canada index. As a result of home-ownership costs having increased more rapidly than rents, the housing and all-time indexes for cities have tended to underestimate somewhat the rates of price increase, particularly over longer periods. Studies are under way to incorporate home-ownership prices in city indexes. In using the city indexes, it should be remembered that they are not indicators of comparative levels of prices as between the cities. That is, they do not in any way indicate whether prices are higher or lower in one city than in another."

(b) The present board rate structure is broken down into the following age groups: 0 - 11; 12 - 15; 16 - 18.

Your Committee is of the view that a narrowing of the age groups would be more equitable and desirable. The age groupings at present used for clothing allowance is more realistic. That is:

0 - 1; 2 - 5; 6 - 11; 12 - 15; 16 - 18.

(c) As previously mentioned (page 17) the present policy is to pay for "extras" over and above board and clothing rates. These "extras" must be claimed by the foster parent and as previously stated many foster parents and some social workers are unaware of their existence. The present practice of "paying by claiming" creates other problems which result in inequities across the Province. The "claim" is usually processed through the regional office and foster parents are either encouraged or discouraged in making the claim depending upon the attitude and outlook of the Regional Administrator or his staff. Your Committee is of the view that payment for extras, as far as possible, should be discontinued and the new rate structure should include and reflect payment for these so called "extras". Much time, effort and costs would be saved by all concerned. There would be a saving in administration and accounting costs required to process these claims for extras and a saving in time, thus releasing social workers for more important duties - there could and should be a shift in working habits among social workers from administration to real social work such as prevention. The new and single rate envisioned by your Committee would include payment for all services of every nature and kind and including the following items:

- Board and room,
- Clothing,
- Nursery, kindergarten, public and high school expenses,
- Spending money,
- Special clothing, initial clothing, and graduation clothing,
- Cultural, sports and recreation,
- Holidays for the child,
- Homemaker for sickness, baby sitting and emergency services.

(d) The Department's present practice is to discontinue payment of standard foster rates to foster parents on the hospitalization of a foster child. Often at the time of hospitalization and shortly thereafter, expenses to foster parents increase rather than decrease. The increase may be due to a variety of reasons including travelling expenses to and from the hospital, baby sitting services, etc. It would be equitable and desirable to continue payment of the full standard rate for a period of time after hospitalization, for example, for up to 60 days.

A note of caution is made at this point to the effect that, should this recommendation be implemented, it not be circumvented by technically and theoretically removing the child from the foster home thus depriving it of concerned parents at one of the highest times of need - sickness. This should be done only if hospitalization over a longer period of time is required - i.e. over 60 days.

(e) Because of the absence of any insurance plan to assist financially, several cases of unusual hardship suffered by foster parents, because of the wrongful acts of foster children, have come to the attention of your Committee. Your Committee believes that it is not feasible to provide insurance coverage to foster parents themselves for financial losses occasioned by the wrongful acts of foster children in their care. However, your Committee favours a study of this problem with a view to providing coverage for third party losses and possibly losses to foster parents themselves, when the losses are substantial, unusual and clearly definable.



(f) A study by the Department and a change in present practice will be required if the Federal Government alters the present Family and Youth Allowance program. As the Bill before Parliament has now been stalled, your Committee is not in a position to make a recommendation at this point in time.

*RECOMMENDATION #8*

*That, the present rate structure for payment to foster parents be altered and increased as follows:*

- (1) *The daily rates herein proposed are based on:*
- (a) *a 25% increase in the board and clothing rates over those in effect on January 1st, 1968 — as that is the percentage increase of the Canada Wide Cost of Living Index since that date.*
- (b) *the addition of yearly allowance for:*

	First child in home	Second and each subsequent child in same home
Holidays for the child — 2 weeks.	\$100.00	100.00
Homemaker for sickness, baby sitting and emergency services — estimated 30 days per year at \$5.00 per day.	150.00	NIL (only paid for first child in the same home)
Sports, Cultural and Recreation for the child.	200.00	100.00
Replacement for or retention by the Department of — Family and Youth Allowances.	100.00	100.00
Replacement of the many rarely granted specials — which if granted are administratively costly and time consuming to arrange, including school costs.	50.00	NIL
	\$600.00 per year or \$1.60 per day.	\$300.00 per year or \$.80 per day.

Age	New Special Daily	January 1/68 Board Rates upped 25%	January 1/68 Clothing Rates upped 25%	New Exact Computation	Recommended Rounded Out Daily Rates (First child in home)	Second and each subsequent child in same home
0 - 1	\$1.60	2.50	.27	4.37	4.35	3.55
2 - 5	1.60	2.80	.34	4.75	4.75	3.95
6 - 11	1.60	3.10	.41	5.11	5.10	4.30
12 - 15	1.60	3.40	.54	5.54	5.55	4.75
16 - 18	1.60	3.76	.70	6.05	6.05	\$5.25

- (2) *That, said rates become effective January 1/73 and if not implemented by that date they be made retroactive to January 1/73.*

- (3) *That, the rate structure be automatically increased each January 1st and be based on the Canada Wide Cost of Living Index; and that the effective date and the Index for that date be properly joined and paid retroactively, if administratively delayed.*
- (4) *That, the present policy of paying additional board rates, over and above the standard daily rate, of from \$0.50 to \$3.00 per day for handicapped children be continued and these rates be reviewed.*
- (5) *That, insurance coverage be provided to foster parents as a protection against third party claims and reimbursement be made to foster parents incurring financial loss as the result of the wrongful acts of the foster child when such loss is unusually onerous and clearly definable.*
- (6) *That, full rates continue to be paid foster parents for up to 60 days during hospitalization of foster child.*
- (7) *That, new accounting procedures be employed by the Department designed to eliminate the necessity of requiring foster parents to submit monthly claims.*
- (8) *That, the present policy of maintaining a trust account for each foster child be discontinued and henceforth the Family Allowance and Youth Allowance be retained by the Province and placed in General Revenue.*

In preparing the recommended rate structure above, your Committee is not unmindful of the fact that there may be a tendency to attract undesirable people into the foster care program. However, this should not deter the Department from paying rates in line with today's cost of living. It will now become more important to alter and strengthen the present methods of home-finders, screening and inspection to ensure that only desirable people are recruited into the foster care program.

When one considers the tremendously high daily costs that are required to maintain a child in an institution (see Appendix G) then the proposed rates set out above become more meaningful.

Your Committee has concluded that foster parents as a class have rendered and continue to render to the people of the Province a service far in excess of the monetary award received. Often the public has heard it said that "they (foster parents) are in it for the money". Your Committee has found the opposite to be closer to the truth. All too often foster parents extend services to their foster children for which there is no, or an inadequate, monetary reward at great financial loss to themselves. This should not be necessary, nor is it desirable.

#### (f) HOSPITALIZATION

The present regulation requiring that all arrangements for the hospitalization of a child should be made by the social worker in consultation with the foster mother and that surgery requires the approval of the social worker and in serious



cases the approval of Central Office has often resulted in friction between social worker and foster parent, and of greater concern has resulted in delayed hospitalization and medical treatment for the child. Your Committee is of the view that only in exceptional cases should consultation with and approval by the social worker or Central Office be required. Along with the responsibility of caring for a child by a foster parent should attach the privilege of decision-making such as is expected of and enjoyed by natural parents. This philosophy should be extended in other areas of fosterage, i.e. holidays.

#### RECOMMENDATION #9

*A revision of the manual of regulations and procedures to recognize the basic principle that decision-making, wherever it concerns the welfare of a foster child, goes hand in hand with responsibility thus recognizing the role of a foster parent as nearly as practical to that of a natural parent.*

#### (g) PURCHASES AND REQUISITIONS

The method of obtaining goods and services does not appear to be uniform throughout the Province. These differences may be the result of several factors such as attitude of Regional Administrators, school-board policy and administration, etc. Your Committee has found that in several regions of the Province much hardship, embarrassment and delay has been experienced by both foster parents and foster children in the purchase of school supplies. In these regions, because the method of obtaining school supplies resembles the "voucher system", school teachers, school principals, other school children and the public generally have come to equate fosterage with welfare. Many foster parents are not and never have been welfare recipients. Recommendation #4 will be useful in correcting this misconception but that alone will not suffice.

#### RECOMMENDATION #10

*A uniform system be developed and carried on throughout the Province for the purchase of goods and services by foster parents for foster children divorced entirely from the appearance of the voucher system.*





# FOSTER PARENTS

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- a. Recruitment, Screening and Matching.
- b. Training.
- c. Specialization.
- d. Associations.

## a. Recruitment, Screening and Matching

The availability of high standard foster homes will, in a large measure, determine the success or failure of the entire foster care program. It is therefore essential that the Department develop a method for locating and encouraging capable people to embark on fosterage. It is also important to ensure that non-desirable homes be dropped from the program.

At the present time the Regional Offices in the cities of Edmonton and Calgary have at least one full-time social worker engaged in the task of locating new foster homes. In the smaller centres this is not a specialized task but is simply left to social workers in the field as one requirement of their diversified case loads. Homes are located more or less on a word of mouth basis.

Your Committee is of the view that "finding of homes" in the foster care program is critical and is deserving of much more attention than it now receives. As it would not be practical for each regional office to retain a specialized home-finder, consideration should be given to the creation of a special group of two or more trained and highly skilled workers to undertake home-finding on a province wide scale outside the two major cities. In cooperation with the Regional Administrator this group could also be charged with the responsibility of inspecting, reviewing and screening existing foster homes, to ensure uniform high standards at all times.

Your Committee's studies have indicated the need for a system of selection which will result in greater success in matching children in care with prospective foster parents. Foster parents soon become discouraged and withdraw from fosterage when they experience a failure with a foster child. In many cases it is likely that the foster parents are not inadequate but failure was inevitable because of the peculiar problems of the child and the attributes of the foster parents. Not every foster parent, or probably not any foster parent is able to cope with every foster child. For this reason careful selection and proper matching is required. This is not an easy task and requires social workers with a knowledge of their locality, a knowledge of available resources, a knowledge of the background of the biological parents, a knowledge of the child's problems and great skill and experience. For these reasons specialized home-finders skilled and trained, and working in close cooperation with the Regional Administrator and his staff, are required. Matching is especially critical for older children who have begun to develop personalities and style of life of their own. Pre-placement visits help reveal potential problems. Careful matching can often prevent multiple-placements.

Reference has been made earlier (page 13) to the desirability of upgrading public attitude to fosterage and the need to recruit foster parents from the middle and higher income family groups. Because of birth control measures, the more common practice of unmarried mothers retaining their child, and for a variety of other reasons, the number of people wishing to adopt children exceeds the number of adoptable children available. Your Committee believes that some of these

people could be encouraged to enter fosterage. With an ever increasing number of children entering into care from the middle and higher income groups, the more imperative it becomes that from these groups should come foster parents. These goals will be most difficult to achieve if present methods of home-finding are retained.

#### **b. Training**

In a large sense fosterage has been viewed and continues to be viewed as simple custodial care. Foster parents were and in many respects continue to be expected to provide the very basic requirement - bed and board. It is true that from a reading of the manual one obtains the impression that fosterage involves a great deal more, but in actual fact fosterage continues to be custodial care and little more.

Your Committee is of the view that a basic philosophical change in attitudes toward fosterage is required. This change must permeate the public, the Department and foster parents themselves. Fosterage, like parenthood, must be viewed as a vocation. The complexity of modern day society requires more from foster parents than simply providing custodial care. Discussions by your Committee with former foster children indicate a grave weakness in fosterage when the Department and the foster parents themselves view it as mere custodial care. Children sense and react adversely when they have been rejected by their biological parents and are thrown into a room and board situation. They require a feeling of belonging and a sense of purpose, as is available to any child living with its natural parents and unless this is provided the chances of a successful placement is minimal.

To help bring about this change your Committee believes that a program of education directed toward foster parents themselves is required. This educational program need not be elaborate or expensive and initially could be focused in three areas:

1. Thorough knowledge of the manual.
2. Knowledge of community resources available to handicapped and troubled children.
3. Knowledge of basic child caring problems and techniques.

#### **C. Specialization**

A small number of foster parents in the Province have undertaken the difficult task of providing care for special problem children. These children may have a physical handicap problem, such as speech defect or blindness or may be classed as mongoloid; or the child may have an emotional problem. More and more children with special problems are coming into care and homes must be found for their placement. The Department has met with some success in this area but all too often a placement has failed because the foster parents selected have been unable to cope with the child's problem. Often the foster parents were selected "as the only place available".

Your Committee is of the view that the Department must recruit and train foster parents who will be able to accept children with special problems. These problems may be physical, mental or behavioral and these children will come into care through the inability of the biological parents to cope or from our crowded child care institutions.

It is the practice at present for the Department to award special rates to foster parents in this area. Your Committee views this practice with approval and suggests a review of these rates.

#### **RECOMMENDATION #11**

1. *Initiation of programs designed to alter public attitude to fosterage (See Recommendation #4) with a view to the recruitment of foster parents from the middle and high income family groups.*



2. *A review and alteration of present methods of home-finding, screening and matching.*
3. *Basic educational programs be instituted for foster parents as a class.*
4. *Recruitment and training of foster parents to provide them with special skills in caring for children with physical, mental or behavioral problems.*

#### d. Associations

#### Findings

In Alberta, since 1966, 17 local Foster Parent Associations have been formed and, in 1970-71, a Provincial Body became established. Some of the groups have come together with the Department's encouragement while others developed quite separately. Certain Regional Offices of the Department have openly opposed and feared the formation of Foster Parent Associations. Most foster parents however, felt the need or saw the benefit of meeting on regular occasions.

The Foster Care Committee believes that the Department should support the development of active, positive, Foster Parent Associations, both locally and on a Provincial scale. Such groupings can facilitate many of the ingredients mentioned earlier as being necessary for better foster homes. Possible objectives or goals of local groups are:

1. To improve the welfare of foster children within the area and to provide them with status and acceptance in the home and the community.
2. To provide a forum for the exchange of ideas and the handling of problems as foster parents.
3. To create an awareness of the role of the Department and its relationship to foster homes.
4. To provide for easier access by Department workers to a major group of foster parents.
5. To provide means whereby the foster parents can better place recommendations before the Department.
6. To develop better understanding by the community of the needs of foster children, the need for more homes and the need for the community to accept and work with the Foster Parent Association to the end that foster children will be accepted by all.

Possible objectives or goals of a Provincial Body are:

1. To co-ordinate activities of the local associations.
2. To review suggestions and recommendations put forward by local associations and to collect facts and prepare briefs to submit to the Department.
3. To provide a channel of communication between Foster Parent Associations and the Department.
4. To provide guidance and leadership for local associations during the formative stage.
5. To provide general information to all member associations and particularly to be the vehicle for sharing program ideas for the local associations.
6. To provide a source of communication between individual foster parents and the Department in areas where no Foster Parent Association exists.
7. To promote public enlightenment through public relations, education and involvement in the community in all matters pertaining to children and foster children in particular.

8. To act as an information centre and research body regarding finances, speakers, seminars and similar material for local associations. To disseminate such information to local associations.
9. To keep an up to date record of existing Foster Parent Associations in the Province of Alberta.
10. To organize, in cooperation with the Department of Health and Social Development, an Annual Foster Parents Conference.
11. To be the collective voice of all foster parents throughout Alberta.

Granting the desirability of Associations, the Provincial Foster Parents Association has not become firmly established or clear in its objectives, and many local Associations have floundered because of inconsistent leadership, apathy on the part of foster parents, and lack of clarity of purpose.

## **RECOMMENDATION #12**

- (a) *Encouragement by the Department to the Provincial Foster Parents Association to formalize its organization, set firm objectives, apply for budgetary finances from the Department, and take a much stronger role in assisting local groups to become viable units.*
- (b) *Continued encouragement and support from the Department to local foster parent associations. This would appear to be the most likely way of developing healthy Associations across the Province that will be able to work in cooperation with the Department in meeting the demands of the 1970's.*









# INSTITUTIONS

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## (a) General

As previously mentioned (page 1) your Committee visited most of the major child care institutions in the Province. On all occasions we had the complete cooperation of the director in charge and of his or her staff. We were on every occasion invited to inspect the facilities and were given enough background information to understand the objectives and goals of the institution and the nature of the services provided. In many instances we were able to exchange ideas and comments with personnel therein, experienced in foster care generally.

Reference is made to Appendix "H" which sets out the names of institutions in the Province, their location, the nature of the services provided, the capacity, the number being cared for and the per diem costs.

The conduct of a residential or institutional child care program, regardless of size is complex. It is necessary, therefore, in order to provide needed services and fulfil the responsibility an institution assumes for care of children, that there be a degree of formal organization and structure, and appointment or designation of staff competent to administer every phase of the child care program commensurate with the requirements set forth therein, and the needs of the children served.

The quality and effectiveness of the services depend on the calibre, conviction and understanding of the person or persons administering the program; the knowledge, skill and personal qualifications of staff, the understanding and dedication of the Board of Directors or other sponsors; the adequacy of financing; availability of ancillary services and other resources; and coordination of all elements of the services. While the specific organization and auspices under which institutions operate may vary, the purposes, goals and ways of achieving them and the basic elements in organization and administration need to be clearly identified by those who prescribe and administer policy.

The needs of children, whose circumstances lead to consideration of institutional care, are multiple and of such complex nature as to require careful selection of a facility which has potentials for meeting those needs. The institution, in turn, has an obligation to consider for admission only those children whose particular needs require care in an institution, and to admit only those children who appear likely to benefit from the particular program of child care and service it offers. Your Committee was impressed with the admission procedures practiced at the Glenrose School Hospital in Edmonton.

In that institution pre-admission conferences are held by key personnel who have a knowledge of the child, his background, his problem and his family. The purpose of this conference is to determine whether it is in the child's interest to be admitted; that is, can the institution provide the child with the service he or she requires. If the staff believes it can do so, the child is admitted; if not, admission is denied.

It is known that all children without families of their own, or who are apart from them, suffer traumatic effects of separation. The institution needs to understand these children and to be in a position to help them cope with their problems and to meet their needs through a thoughtfully planned environment, rich program and professional services. This requires more than food, shelter, cloth-

ing, and common education. It requires a strong element of nurturing care, administered with understanding, tenderness and love, without undue sentimentality, within a framework of realistic environmental controls. It requires conditions which are favourable to a child's needs to discover, use and enjoy his capacities, with opportunities to develop to the fullest extent possible in a wholesome environment that offers consistent and stabilizing influences.

For these reasons, the institution needs to provide various services and facilities required to meet the individual and group needs of children under care; to promote their welfare and best interest; to meet their individual training, developmental, protective and nurturing needs, and to contribute to their general healthy and physical and emotional well-being.

It has long been recognized that, as a general rule, institutional placement for children should be utilized only as a last resort. The initial goal of all child care agencies should be retention of the child in the home of its natural parents through a dynamic prevention program. (See comments page 11). Regrettably this is often not possible. Even with the utmost counselling, care and assistance in the home, the time sometimes arrives when the separation of child from parent is mandatory. This may be necessitated because of the inadequacy of the parents with personal problems or because of the personal problems of the child, such as a physical or mental handicap condition or anti-social behavior. Hopefully, such a child will be placed with foster parents who will be able to provide the warmth and services similar to that provided by natural parents. Unfortunately for some children, this second alternative, that is, private foster home placement, also may not be possible. In some cases the child's problem or problems are so extensive and so deep-rooted that only those services which can be provided in an institutional setting will suffice.

In the Province today we have a number of institutions providing a wide spectrum of care and services. (See Appendix "H").

As extensive as the number and variety of institutions in the Province providing child care services may appear, it is your Committee's view that there is an urgent need for a greater variety. In certain critical areas there is a serious lack of child care institutional facilities.

Mention has been made earlier of the need for receiving and assessment facilities, particularly in the rural areas of the Province. (See page 14). In addition to being used for receiving and assessing, these centres are required for short term holding for:

- (a) the drug addicted adolescent.
- (b) the child who is dangerous to himself and the community.
- (c) the chronic runaway.
- (d) the teenager requiring replacement either in another foster home or group home.
- (e) the transient child needing child protection services.

## **(b) The Juvenile Delinquent**

Of grave concern today is the number of children who, because of a pattern of delinquency and anti-social behavior, are beyond the control of their natural parents or foster parents. They are also beyond the controls able to be imposed by a probation officer. They are sufficiently disruptive to their community that the Juvenile Court has committed them to the care of the Director of Child Welfare.

To illustrate the difference between the children being committed to the Director today and the traditional type of foster child, the following cases are typical:



### 1. Kenneth — Age 15

Juvenile Court appearances began at age 12. Placed on probation at age 13. School and learning problems and placement in L.Y. Cairns School at age 10. Referred to attention of Director after 15 charges of delinquency at age 14. Apprehended at age 14 and made temporary ward. Involvement with glue sniffing and alcohol at age 13. Placed in Diagnostic and Treatment Centre and remained there 13 months. Released from Diagnostic and Treatment Centre at age 14 years 6 months. Further court appearances and charged with three counts of rape. Admitted to Alberta Youth Development Centre at age 15½. Disruptive in program at Alberta Youth Development Centre — no other placement available.

### 2. Yvonne — Age 16

Permanent ward at very early age. Placed in Children's Centre. Sniffing nail polish remover at age 12. Placement at Mapleridge and subsequently to Diagnostic and Treatment Centre. Court appearances for possession of offensive weapon, breaking and entering, wilful damage. Placement at Alberta Youth Development Centre. Placement at Alberta Youth Development Centre unsuccessful. Transferred to Y.M.C.A. and subsequently to Alberta Hospital. Discharged from Alberta Hospital. Further charges of intoxication, breaking and entering, wilful damage. All present available resources used unsuccessfully. Requires long term closed unit treatment — unavailable.

### 3. Judy - Age 17

Made temporary ward at age 10. Nine foster home placements before age 14. Court appearances begun at age 13. Glue sniffing begun at age 13. Psychiatric treatment at age 14. Charges of shop lifting, theft and wilful damage. Placed in adult police cells for one day and thereafter probation. Mental depression and further charges. Admitted to Kennedy Hall for psychiatric treatment. Released. Involved with drugs. Charged with possession of drugs and prostitution. Probation officer and social worker unable to make further recommendations as to treatment or placement.

### 4. David — Age 15

Charged at age 13 with threats and assault on step-mother. Made permanent ward and placed in foster home. Charged with theft of automobile from foster parents. School problems. Placed in psychiatric ward of University Hospital. Eight foster home placements. Twenty-two court appearances prior to 15th birthday. Placed at Alberta Youth Development Centre. Absent from Alberta Youth Development Centre without permission. Remanded to Detention Centre as a holding situation for five weeks. No further placement possible.

This random selection of cases illustrates the situation that faces the Director in respect to the care of the juvenile delinquents needing institutional placement who have become his responsibility without the necessary resources to cope with the problems these children represent.

It was noted earlier (page 6) that on August 1st, 1970, amendments to the Child Welfare Act came into force which in effect denied the Juvenile Court Judges throughout the Province the power to commit juvenile delinquents to training schools or other closed institutions. The Juvenile Delinquents Act (A Federal Statute) empowers a Juvenile Court Judge to commit a juvenile to a training school. However, in Alberta, there are today no training schools as contemplated by the Federal Act. Instead, the court is now required to commit such children "to the care and custody of the Director". Regrettably, in many cases, the Director is powerless to act for the simple reason that he does not now have at his disposal the necessary resources. Many of these juvenile delinquents are returned to inadequate parents (natural or foster), thereafter to return to the streets to commit further serious offences, to be returned to a powerless court to answer for their actions.

The section for children at The Bowden Institute was closed effective August 1st, 1970, and at the present time there is no training school in the Province as contemplated by the Juvenile Delinquents Act. The Alberta Youth Development Centre in Edmonton (formerly The Alberta Institute for Girls), now co-educational, and Spruce Cliff Home, in Calgary, were apparently intended to replace the Bowden institution. However, these two institutions basically operate in an open setting and do not fulfil the requirements for the type of juvenile delinquent referred to above.

Both the Alberta Youth Development Centre and Spruce Cliff are necessary and serve a very useful purpose but in each case their rehabilitation programs are often disrupted because of a small number of delinquents who enter and who do not fit into the programs. These delinquents are soon discharged and are able to continue with their life of crime in virtual isolation of the law. In the Edmonton Juvenile Court the judges have found it necessary to waive a very limited number of the more serious offenders to adult court in order to protect the community. The judges find this to be an undesirable procedure as the teenager may be placed in Fort Saskatchewan Correctional Institute.

It is of interest to note that the transfer of juvenile offenders from the Attorney General's Department to the Department of Health and Social Development was a step adopted from other jurisdictions, notably British Columbia. Your Committee in visiting that Province was made aware that the problems with juvenile delinquents, court appearances and subsequent disposition are almost identical to the problems in our own Province. Your Committee also ascertained that almost all key personnel in the Child Welfare Department in British Columbia and in their child care institutions are of the opinion that resources are lacking to accommodate and treat the "new breed" of juvenile delinquents becoming more common.

In March of this year, Mr. W. D. McFarland, formerly Director of Child Welfare in the Province of Alberta and subsequently Director of Welfare in the Province of Manitoba and now Assistant Executive Director of the Children's Aid Society of Vancouver, in a submission to the Government of British Columbia said:

"Of equal significance is the number of children who, because of a pattern of delinquency and anti-social behavior, are beyond the control of their own homes or foster homes. They are beyond the controls able to be imposed by a probation officer. They are sufficiently disruptive to their community that the Court has committed them to the care of the Children's Aid Society.

The redirection of program within the Brannan Lake School to an open treatment institution and the limited intake policy of the Willingdon School for Girls has left us with the responsibility for a considerable number of children for whom we had to:

- (a) provide food, clothing and supervision, no matter how bizarre their conduct or behavior,
- (b) try to persuade many of the existing child care agencies to modify their programs to take the more disturbed, the more violent, the more acting out child who was a habitual runaway and more often than not was well advanced in a pattern of drug use, ranging from glue sniffing to heroin.

A recent statement made by one of our Juvenile Court Judges is relevant to our program:

"The kind of delinquent requiring committal these days is an entirely different breed than that seen in Juvenile Court even a year ago. Almost none of them (even at the age of 13) is attending school on any regular basis, if at all; most have long been out of the control of their parents; they exhibit little concern about breaking the law or any desire to change; and many by the age of 14 or 15 can already



be described as hardened criminals. This then is the type of delinquent for whom a Juvenile Court Judge, as a last resort, must order committal, either as a protection to the juvenile against his own weakness or as a protection to the public. This group represents a sizeable group numerically with every indication that it will get larger.' ”

The problems faced by Mr. McFarland and the Children's Aid Society of Vancouver are identical to the problems faced by the Director in Alberta, or the Director of the Alberta Youth Development Centre in Edmonton, Spruce Cliff in Calgary or the Juvenile Court Judges be they in Edmonton, Calgary, Medicine Hat or Peace River.

A further problem facing the Courts, the Department, Social Workers and Probation Officers, is the lack of detention facilities in all areas, urban and rural, large and small. (In Calgary this problem will soon be alleviated by an extensive addition to the Children's Service Centre. The addition will have 60 new beds making a total of 177). In Edmonton the Department, the Courts, Probation Officers and Social Workers have found it necessary to use (and in many instances misuse) the detention facilities, owned and operated by the City of Edmonton. These facilities are located at 12415 - 125 Street and comprise two sections: the Detention Centre, with a capacity for 13 girls and 17 boys, and the Children's Centre with a capacity for 12 school age girls, 12 school age boys and 12 pre-school children. This detention facility was intended to be used to detain children in trouble with the law in Edmonton awaiting court appearance. The Juvenile Delinquents Act requires appearance before a judge within four days of apprehension. In many cases children (mostly wards of the Crown) have been held for periods of up to a month or more, with court approval, for the simple reason that there is no other place available. In a limited number of cases the courts have been forced to return a child to the detention centre, after disposition of the charges. This city-owned facility was never intended for this practice, which in itself, from a legal point of view, is highly questionable.

As critical as the problem is in Edmonton, it is more so throughout the rest of the Province, Calgary only excluded.

A further resource lacking and required throughout the Province is best described by again referring to the remarks of the Assistant Executive Director of the Children's Aid Society in Vancouver:

“The Children's Aid Society urgently requires a number of resources to meet its present responsibilities for these and many others that will come into care this year. The most critically needed facility within the Agency itself at the present time is:

**A CLOSED ASSESSMENT AND CONTAINMENT CENTRE FOR THE CHILD COMING INTO CARE AND ALREADY IN CARE WHO NEEDS PROTECTIVE CUSTODY.**

These are youngsters whose mental or physical state or behavior is such that they need constant and responsible supervision until an assessment of their difficulty can be made and appropriate resources found to help them. This unit in no way should replace or be an extension of the present or proposed facilities offered by the Juvenile Detention Home, nor is it to be a replacement or alternative for Riverview or the Vancouver General Hospital psychiatric unit.

*There is a large group of chronic runaways amongst our Protection of Children Act wards for whom we can provide no help, no treatment or training until we have a place that can hold them long enough for us to reach them and settle them down. Many of these youngsters we feel we can help if we can just hold onto them long enough to work with them.*

"The group we are concerned about above, however, is the group that for their own protection and for the protection of others must be held in protective custody. This does not mean locking them up indefinitely, but holding onto them long enough to work through their basic problems that make them in need of a closed facility."

(c) **Group Homes**

Of the children coming into care today, none is increasing at a faster pace than the adolescent whose natural parents or whose foster parents find it increasingly difficult to accept, to cope with and tolerate him or her.

Item #4 of the terms of reference requires your Committee to:-

"assess the numbers and types of children requiring foster home placement and indicate the future trends that may be expected."

From its studies your Committee has concluded that the future trend will be for more and more young adolescents (ages 12-17) to come to the attention of the Department for one or more of the following reasons:

- (1) Natural parents unable or unwilling to understand, handle or cope with present day attitudes and life-styles of their off-spring.
- (2) Foster parents unable or unwilling or fearful of accepting the responsibility of caring for wards with deep-rooted emotional and anti-social problems.
- (3) Adolescents themselves who are unwilling to accept restrictions placed upon them by their natural parents or foster parents.

The "rebellious youth" is a fact of life and for the foreseeable future is here to stay. He or she wants none of the restrictions, and will accept none of the guide-lines expected from natural or foster parents. He or she will react only to the life-style of his or her own peers.

For this group, and they are coming from all areas, from the well-to-do family, the neglected family, from foster homes, from common-law unions, from apparently good marriages as well as bad, the answer appears to be group living. In every regional area visited by your Committee a need was expressed for facilities where these adolescents could live together free from conventional guidelines and restrictions and in association with young people with similar problems - Group Homes appear to be the only answer.

Today we have in the Province a number of such homes. (See Appendix "H"), some as adjuncts to the conventional institutions, three of which are associated with the Alberta Youth Development Centre, seven with the Diagnostic and Treatment Centre and four with Spruce Cliff, Calgary, making a total of 14 which are owned and operated by the Department of Health and Social Development. Others are operated independently from institutions, either directly by the Department or by an organization, such as Catholic Charities, or privately on a contract basis with the Department, such as Oakhill Boys' Ranch near Bon Accord. Most are being operated with gratifying results - more are required. This type of facility not only fills an urgent need but is much less expensive to operate than the conventional institution. (See Appendix "H" for costs).

A further class of facility is required by an increasing number of children who need active psychiatric treatment. Their behavior is, as described by Mr. McFarland, "so bizarre, so violent, so uncontrollable, that it is futile to expect a foster home or a child care centre to care for these children. Many of them are brain-damaged children, many of them are schizoid, many are manic, many are in deep depression subject to constant attempts at suicide". In Alberta we have provision for these youngsters in our mental hospitals or special wings thereof, such as Kennedy Hall, a wing of Alberta Hospital, which has a capacity for 13 girls and 14 boys ages 15 to 18 years; the psychiatric wards of the University Hospital and Royal Alexandra Hospital. There are many cases in the Province that require a long-term closed unit. Active treatment hospitals are the only answer for these



children. There is a need for closed long-term treatment beds for the grossly disturbed adolescent who is not psychotic but whose behavior is a danger, not only to him or herself, but to others in the community.

There is also a need for:

- (1) an active treatment centre for adolescents on hard drugs who must be isolated from the community in order even to begin treatment.
- (2) an intensive care unit to work with the chronic glue sniffer who is so caught up in glue sniffing that no communication with him is possible until he is isolated from access to glue, poly or other solvents.

### RECOMMENDATION #13

*An intensive survey and study be undertaken to ascertain institutional requirements with a view to:*

- (a) *Establishing receiving and assessment homes throughout the Province. (See Recommendation #6).*
- (b) *Establishing training schools as contemplated by the provisions of the Juvenile Delinquents Act, one to serve the needs of Northern Alberta and one for Southern Alberta.*
- (c) *Establishment of detention facilities in Edmonton, Lethbridge, Red Deer, Medicine Hat and Peace River for children awaiting court appearances. In the smaller centres the receiving and assessment homes could be used for this purpose.*
- (d) *Expansion of the group home program, particularly outside the cities of Edmonton and Calgary.*
- (e) *Establishment of closed active and long term psychiatric treatment centres.*
- (f) *Establishment of a treatment centre for the adolescent on hard drugs and the younger children on glue and solvents.*

Your Committee is of the view that such a survey and study is long overdue and the establishment of a variety of receiving, assessment, holding and treatment centres cannot long be delayed.

A visit by your Committee to the Alberta School Hospital located at Red Deer made obvious the urgent requirement for additional accommodation for the physically and mentally retarded child. Since the visit, steps have been taken to provide for this need. The old Misericordia Hospital, Edmonton, has been renovated and this will have a capacity for 96 retarded children. Another is planned.

Your Committee has three observations to make at this point:

1. It has been noted that the costs for a child in an institution as compared to costs in a foster home are so much greater that safeguards must be set to ensure:
  - (a) That institutional placement is not abused - in every case it must be used only as a last resort.
  - (b) The object of institutional placement should at all times be treatment, not custodial care and when a child has been admitted for treatment the goal should be early discharge.

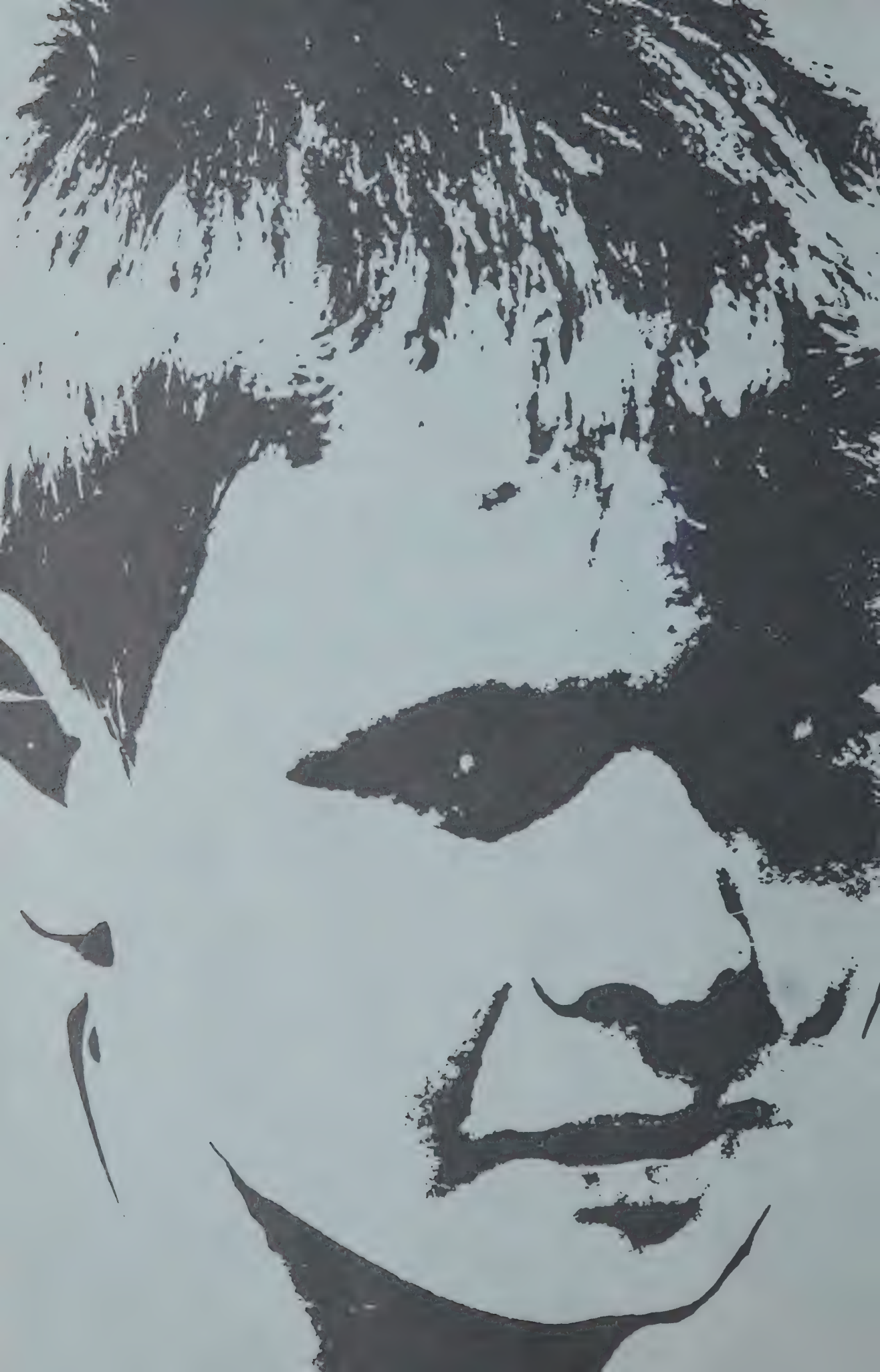
2. The conditions and environment provided by child care institutions is not as desirable for the future well-being of the child as compared to conditions and environment available in a good foster home. This principle is accepted by the directors and staff of the institutions themselves and is reflected in their efforts to design, construct, decorate and manage the institutions in as near a home-like atmosphere as possible. It is also reflected by institutional policy of encouraging visits to the institution by parents and relatives and periodic visits by the child to its home. These efforts by institutional directors should be continued and encouraged but they are costly and fall far short of satisfying the emotional needs of children.
3. The present licensing program of institutions carried out in the Province concerns itself primarily with minimum standards for physical plant and equipment. Your Committee believes that additional standards are required to ensure a competent professional program of care and treatment directed toward the total needs of the institutionalized child. In short, accreditation standards for licensed institutions are required.

#### RECOMMENDATION #14

1. *Immediate and periodic review of every file to ensure that Departmental policy of foster home placement in preference to institutional confinement is in fact being carried out.*
2. *A survey and study be undertaken directed towards the establishment of accrediting standards for specialized residential or industrial foster care services.*









# INDIAN AND METIS Children in Foster Care

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One of the major areas of concern to your Committee is the number of Indian and Metis children in care. This situation, particularly in the Northern part of the Province, has reached a serious level. In the Lac La Biche area, for example, of the children in care, approximately 95% are Indian or Metis.

The reasons for this problem are deep rooted and complex and encompass the fields of economics and Federal Legislation which are beyond the terms of reference of your Committee. However, solutions to this problem must be found and there are areas where improvements can be made, such as prevention, education and apprehension procedures.

If reference is made to Appendix "I" it will be noted that in 1971 there were 3,035 Native children in foster care.

For purposes of the Department of Health and Social Development the following definitions are used: Metis - children from a family where one parent is Caucasian; Indian - children from a family where each member has a band number and lives on a Reserve; Non-Treaty Indian - children from Indian parents who have no band numbers and are not registered with the Federal Government.

In this Report the word "Native" is intended to include all three categories.

In spite of the differences in these terms, the problems are similar, varying in degree.

The one advantage to the Caucasian family is that social workers, as well as most figures of authority, are "white". To the native family this creates obstacles in attempts at prevention, apprehension and wardship proceedings not encountered when the children in question are the offspring of Caucasian parents. Because many young and inexperienced social workers have little understanding of the lives and cultures of native persons they are often unable to find the best solutions for the immediate problems. For the same reasons, these figures of authority have a tendency to evaluate Native problems with "white" middle class standards.

If meaningful assistance is to be provided to native families, it will be necessary to first understand their problems in the light of their standards and values. For these reasons, an educational program sponsored by the Department of Health and Social Development for its social workers would be most desirable. This program should include field training on a Reserve and perhaps some "live-in" experience. An effort in this direction has been attempted in the past as indicated in Appendix A to a report submitted by Fred K. Hatt to the Human Resources Research and Development Council of Alberta. In carrying on research of the Metis situation in the Lac La Biche area, two of their members lived with a Metis family in Kikino.

The number of apprehensions of Native children has caused some concern to your Committee. One of the senior Regional Administrators from the Northern part of the Province has stated that with the increase in apprehensions of Native children, his office is hard pressed not only to find a suitable foster home but homes that will accept Native children at all. As a result of this difficulty, it

often becomes necessary after apprehension to displace the Native child not only from his or her parents but also from his or her own locality. This creates additional problems in efforts to reunite the family. Visits between parents and children become impossible, family contact is lost and the family unit is destroyed.

One solution to this problem could be the establishment of group homes on or near Reserves managed by trained Native personnel.

Many Reserves have "welfare aides" hired and paid by the Band Councils. These aides are generally mature people, well known in the community, and knowledgeable of local family problems. Greater use of the knowledge and skills of these aides should be made by delegating to them, prior to or at the time of apprehension, certain responsibilities and authority of social workers. These aides should be able to place children in need, in homes on the Reserve as a temporary solution. If a permanent solution cannot be found the welfare aide could then seek the assistance of the nearest Regional Office.

There are many Native people in the Province who are well qualified and more than anxious to put their talents at the disposal of the Department or others in authority. There are also Native organizations with Province-wide memberships such as the "Voice of Native Women". These organizations should be called upon perhaps to form a home-finding Committee. These are responsible people with many more avenues of research open to them than the Department because they are closer to the problems and have knowledge of their peoples.

Apprehension of children at any time is a traumatic experience. For the Native family it is more severe. It is viewed by them as a punishment. Their children are being taken away by the authoritarian figure and whether it is for a month or a year or more, it is looked upon by them as they would a jail sentence.

It is the view of your Committee that all too often apprehension of Metis and Native children is made in indecent haste when the more onerous and time consuming efforts of prevention and assistance should instead be employed. More serious is the fact that often apprehension is undertaken with very little thought or effort at attempts during the wardship period to resolve the family problems which resulted in apprehension and reunite the family. All too often, the three year period provided for in the Child Welfare Act and intended to be used in attempts to reunite the family is a meaningless phrase. There must be greater communication between the apprehending officers and the parents. Greater care must be taken at the time of apprehension and in the subsequent court appearances to assure the complete understanding of the situation by the parents. They must be made aware of their parental rights and they must also be encouraged to keep in constant touch with their children. For this reason, whenever possible, the children should be placed as close to their natural homes as possible or at least within commuting distance.

The Native family is faced with many problems and needs. Obviously the principle problem is abject poverty. Their needs include the basic requirements to sustain life, namely food, clothing and shelter. It is a known fact that many Native parents are unable to provide their children with sufficient food to nourish their bodies adequately to permit them to function in a normal way. In addition, the housing of the Native people is so inadequate as to be virtually unfit for human habitation and clearly does not lend itself to a loving, learning, family environment. Whether these conditions are caused by lack of finances or the inability on the part of the parents to cope with a budget makes little difference. The problems are still there.

The school drop-out rate is noticeably high. The Native child has great difficulty in appreciating the value of education since his endeavors are often devalued in the minds and attitudes of his parents. Unfortunately there is usually no one in his household who is educated to any reasonable degree and hence there



is no one with whom he can identify. A survey by Card, Hirabayashi and French<sup>4</sup> among the Metis in the Lesser Slave Lake area, questioned 81 males between the ages of 19 and 45 with respect to their education. It was found that their education ranged from no schooling to grade 12. Only 55 of the 81 persons could read and write, 14 were able to write a minimum amount and 12 were able to write their names only.

Part of the prevention must necessarily be an improvement in the Native educational program. A Lac La Biche study by Fred Hatt<sup>5</sup> states that the major problems facing children in school were fatigue for those who have to be bused as far as 60 miles to school and 60 miles home again each day, impossibility of providing adequate clothing, lunches and school supplies, because of inadequate family incomes. Some children had only lard sandwiches for lunch, others no lunch at all. A considerable number of students had to drop out of school when their families could no longer afford to pay for their text books and other supplies.

The Worth Report on Education Planning states:

"The evidence is uncompromisingly clear: Native learners are caught in a network of mutually reinforcing handicaps, ranging from material poverty through racism, illness, geographical and social isolation, language and cultural barriers de facto segregation, and simple hunger . . . The evidence is clear that Native peoples not only need but want better schooling . . . And they must have better schooling as families."

Dramatic changes and improvements must be implemented for the Native students if they are to be encouraged to educate themselves and thus be of greater help to their people.

Alcohol plays a large part in family break-down.

The following table indicates the number of native peoples in our Correctional Institutions in the Province:

Correctional Institutions	Number of Inmates	Number of Native Inmates
Bowden, Innisfail	100	30
Belmont, Edmonton	105	27
Fort Saskatchewan (Men)	410	160
(Women)	29	19
Spy Hill, Calgary	385	62
Lethbridge	109	56
Peace River	135	90
Prince Albert, Saskatchewan	412	144
Drumheller	343	154

Most of the Natives in our Provincial Correctional Institutions are there because of alcohol-related crimes. An intensive program directed to Metis and Native people by the Division of Alcoholism or some related treatment centre is required.

Because of the many apprehensions of Native children and the ensuing problems, prevention must become the number one priority. A program must be started to help alleviate the problems in the home before apprehension becomes necessary. Efforts must be made to solve the smaller problems before they become major calamities.

Prevention must be implemented on a large scale, not only to deter apprehension, but to try to prevent family break-down, to encourage the children in education and the adults in some form of retraining, whether it be house-keeping

<sup>4</sup>Greenhill Stanley, M.D., Ruther R. A., M.D. "Health and Employability" Chapter 9 in Card B.Y., Hirabayashi G. K., and French C. L.

<sup>5</sup>Metis of the Lac La Biche Area, Human Resources Research Authority 1967.

for the women or job retraining for the men. It is with this prevention program in mind that it is suggested that larger Reserves and perhaps urban areas with a large Native population form multi-service centres. These centres could incorporate all the above mentioned services and be staffed largely by "trained" Native workers. A list of services could include:

- (a) A day-care centre for pre-school children, not as a baby-sitting service but as a learning experience.
- (b) Family counsellors to provide help in family break-down.
- (c) A house-keeping service - for emergency baby-sitting but also to be used in a teaching capacity, i.e. shopping, cooking, budgeting, general house-keeping and the day to day upkeep of a home.
- (d) A branch of the Alcoholism Foundation or Alcoholics Anonymous to give day to day support to problem drinkers and to their families.
- (e) A branch of the Provincial Health and Well-Baby Clinic, the Health Clinic to conduct an educational program in family planning and birth control.
- (f) A recreational Director: Programs initiated not only for sports but to include classes in Native crafts, cultures and languages.

Emphasis must be placed on communication and cooperation. Sight must not be lost of the fact that the welfare of the apprehended child is the prime objective. The Department, its officers and social workers, parents, foster parents and the courts, must work together to see that satisfactory solutions are found for the child and the family and that reunion of the two is carried out as speedily as possible.

## RECOMMENDATION #15

- (1) *In cooperation with the Department of Indian Affairs and Northern Development, the establishment of multi-service centres on major reserves and also in the urban areas with large Native population.*
- (2) *An in-depth program of prevention using the above facilities and wherever possible staffed with trained Native workers.*
- (3) *An active participation program sponsored by the Division of Alcoholism working in close association with the proposed multi-service centres.*
- (4) *A field training program sponsored by the Department of Health and Social Development on Reserves for social workers with a predominantly Native case-load.*
- (5) *In cooperation with the Department of Indian Affairs and Northern Development, the establishment of group homes on Reserves and wherever possible staffed by trained Native workers.*



- (6) *The delegation of responsibility and authority to welfare aides on the Reserves prior to and at the time of apprehension.*
- (7) *Following apprehension, placement of Native children with Native foster parents or in Native group homes.*
- (8) *The establishment of an educational program directed to Native adults in family planning and birth control.*
- ✓(9) *The utilization of Native organizations and Native people in prevention programs and educational programs.*
- (10) *The creation of special standards for Native Foster Homes as opposed to the standards used for white foster homes.*
- (11) *Greater recognition be given to the Native Counseling Service and practical steps taken to assist them in their work.*





# SUBSIDIZED ADOPTION AND PERMANENT PLACEMENT

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A subject which was raised frequently at all public meetings was Subsidized Adoption or, in lieu thereof, Permanent Placement.

Many foster parents look favorably on a plan of subsidized adoption and presented arguments well worth considering. Your Committee is of the view that the subject is of such complexity that it should be studied independently by a group from the Department of Health and Social Development.

However, because of the interest shown by foster parents, mention of the topic would be worth while.

Subsidized Adoption is defined as any plan by which the "Department" in charge continues any previous form of financial aid to the parents after an adoption is completed.

Permanent Foster Placement means that the foster child remains with the foster family and that the foster family assumes legal guardianship in partnership with the Department. The child would have the legal right to use the surname of its foster parents.

To this date, no province in Canada operates a plan of subsidized adoption. There has been considerable discussion on the subject among child welfare agencies, social workers and other professional people across the country but no definite program has been made to this date. At the Canadian Child Welfare League meeting held in Winnipeg in June of 1972, a panel discussion on the subject was held which generated considerable interest from delegates from across Canada.

In the United States, Subsidized Adoption is supported by the Child Welfare League of America and the Children's Bureau, Washington, D.C. Ten American states have a subsidized adoption program and in some states, the subsidy is less than actual maintenance costs.

Children who could benefit from such a plan are those who are placed in a foster home on a temporary basis, and remain long enough to become permanent wards. These children after a period of time, are fully integrated into the family and are functioning members. However seriously adoption is considered, the financial strain imposed on the family usually prevents the foster parents from taking steps in this direction. The fear by foster parents of unexpectedly large medical expenses or the lack of funds for cultural and educational expenses is an important factor behind their desire to have a subsidized adoption plan implemented. Your Committee feels that these fears may be unfounded. The Alberta Health Care Plan now covers most of the expenses incurred by illness and the educational opportunities in this Province are very generous.

Today, because many unwed mothers retain their babies, and because of a more sophisticated educational program in birth control, we have a situation where there are more prospective adoptive parents than adoptable babies. The days of the adopting parents asking for a "two-week old blonde blue-eyed girl" are over and the Adoption branch is now in the happy position of being able to place children that previously were classed as "unadoptable". Many children today can hopefully be integrated into adoption programs than previously was possible because of a society with more accepting attitudes and new mores set by our

younger people. A plan of subsidized adoption, therefore, is not as urgently required as it may have been in the past. Today there are couples with financial means waiting to adopt and this fact mitigates against any urgent plan for subsidized adoption.

In a limited number of cases subsidized adoption would be helpful. However, if the program is carried out at all it must be carefully thought out, closely supervised and very selective. It would require a panel of professional people qualified to judge not only the child's needs but the foster parents' motivation and resources.

Further research and discussions in this area would be beneficial and continuing communication between the Department of Health and Social Development and the Departments in other Provinces should be encouraged.

It is not your Committee's recommendation that a plan of subsidized adoption or permanent placement be embarked upon at this time.







# DISPUTES, ARBITRATION AND SETTLEMENTS

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As previously mentioned your Committee conducted 17 public hearings throughout the Province. (See page 1). The single and most striking feature of almost every meeting was the criticism and often open hostility directed toward the Department of Health and Social Development and particularly social workers by foster parents. The criticisms ranged from superficial matters such as obtaining permission for out-of-Province holidays for a foster child, to fundamental and important aspects of policy and procedure such as the sudden removal of a child from its foster home. In most cases, solutions to the disputes have been worked out between the Department and the foster parents but all too often the solution has been closure of the foster home, the loss of foster parents and irreparable damage to the foster child. Hopefully, some of the recommendations made by your Committee in this report, if implemented, will reduce the number and seriousness of the complaints and disputes between foster parents and social workers.

It is, however, understandable that because fosterage entails human relationships, fundamental and important disputes will continue to appear and for this reason your Committee believes that a more adequate method than presently employed be devised for their disposition.

At present, if a problem arises, it is considered by a social worker. If no solution is found it will then be referred to the attention of the Regional Administrator and beyond him to the head of the Foster Care Program at Central Office and then to the Director of Child Welfare. The problem may even be referred further to the Deputy Minister of Health and Social Development and beyond him to the Minister himself.

Apparently this method of resolving fundamental and important disputes between foster parents and the Department has not worked satisfactorily as indicated by the air of hostility which permeated most of the public meetings conducted by your Committee.

Long and serious thought has been given to this problem by your Committee. When a serious dispute arises between foster parents on the one hand and the Department on the other, often very basic rights on both sides may be affected. On the one hand, there may be the right of the foster parents to make decisions in their home which affects not only the foster child but the family as a whole. On the other hand, there exists the basic right of the Department as represented by the Director of Child Welfare to make the final decisions affecting one of his wards for whom he has a legal responsibility as its legal guardian. In between stands the foster child whose destiny is being directed by whatever decision may be made.

It is not the recommendation of your Committee that the responsibilities or the authority of the Director of Child Welfare for his wards be reduced or diluted in any way. Your Committee believes that the final decision affecting a ward must continue to rest with the Director and ultimately with the Minister. However, it appears advisable and desirable that a method be devised to arbitrate or settle serious differences which will continue to arise between foster parents and social workers and the Department.



Your Committee leans toward the creation of a tribunal, independent from the Department to which serious differences can be referred for arbitration and settlement. This tribunal could take one of many forms. For example, it could be composed of three persons comprising a medical or legal professional, and two lay persons, or it could consist of only one person similar to the position held by the Provincial Ombudsman. The tribunal's functions would have to be clearly defined and limited to serious and basic disputes involving foster parents and foster children, and the Department of Health and Social Development.

#### **RECOMMENDATION #16**

*The creation of an independent tribunal with limited and clearly defined powers to arbitrate and settle serious differences which may arise between foster parents and the Department of Health and Social Development and affecting the welfare and status of a foster child.*







# SOCIAL WORKERS

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## (a) General

The success of any social endeavor depends in large part on the human element — on the capacity of the workers to accept responsibilities, on their knowledge and wisdom in resolving day to day problems and on their convictions that their duties, unselfishly performed, will be of great benefit to their less fortunate charges. Nowhere is this more clearly demonstrated than in the field of child welfare. A successful child welfare program demands the involvement of people with skills, knowledge and wisdom in human relationships and inner virtues of unselfishness and compassion.

The success or failure of the foster care program will in large measure be determined by the number of social workers who possess or lack these skills, qualities and virtues.

In the foster care program, one must expect that there will be difficulties, personality conflicts and misunderstandings. For these reasons it is necessary to comment on the professional people most directly involved with Foster Care: the Social Workers.

Your Committee wishes to touch upon:

1. The Educational requirements of social workers.
2. On-the-job training and experience.
3. Salaries.
4. Case loads.

### 1. Educational Requirements of Social Workers

The most desired educational qualification is a master's degree in social work, commonly referred to as an M.S.W. There continues to be in the Province a shortage of professionally trained staff at the Regional Office level. Of the 70 supervisors employed by the Department, only four possess professional training and of the Regional Administrators who number 35, only seven. The remainder are former social workers who gained their training by performance in the field. Because of the emotional upset which inevitably accompanies foster care and related services, the importance of the role played by the social worker cannot be exaggerated. The lack of formal professional training of people dealing with children was highlighted by the Celdic Report referring to all Canada in 1969.

"These agencies have had to depend on persons with no training or on young staff members who use child welfare as a starting point on their way to further education and a career in settings with higher status and better prospects of promotion. This contributes to the distressing lack of continuity in the experience of the child as a ward and to his extreme vulnerability because no responsible adult has an ongoing investment in his personal situation, yet he is legally incapable of taking action on his own behalf."<sup>3</sup>

In its brief to your Committee the Alberta Association of Social Workers said:

<sup>3</sup>One Million Children — the Celdic Report — 1969, p.203.

"Our Association is concerned that the extreme shortage of professional staff at the regional office level and inadequate training in the welfare field represents a serious impediment to doing skilful and expeditious work in our direct service to children. There is ample evidence to substantiate that the hiring of trained staff is fundamental to a sound foster care program."

One of the causes for this scarcity of the professionally trained social worker may be found at the University level. In 1965 there were only seven Universities in Canada which offered courses leading to a degree in social work. Consequently there were far too few graduates to fill the many positions where such graduates were required. With more Schools of Social Work now in existence more graduates with professional training are available.

Because the Supervisors and Regional Administrators assume great responsibility for the work of their staff, it is unfortunate that among these persons there are so few professionally trained. As previously mentioned, most supervisors and administrators are persons who have been promoted from a social worker position. They come from varied backgrounds and disciplines. A few have some university background, most do not. There are no professionally trained workers in foster care placement at the field level.

Education cannot help but enhance the worker's ability, however, it is not the only criterion for success in the field of social work. Emotional stability, maturity, experience in living, empathy and the ability to communicate are vitally important. These virtues do not necessarily come with education or age. Many young people today are imbued with a sense of dedication and a love of people and become excellent case-workers. This is particularly true when they are working with young people and teenagers. Some of the group homes are making excellent use of these young people with great success.

#### **RECOMMENDATION #17**

1. *Immediate upgrading of staff at the lower supervisory level with the goals of greater sensitivity to the needs of their workers and increased knowledge of psycho-social functioning and case-work intervention. The social worker supervisor has a vital role to fulfill in the area of training and development.*
2. *Expansion of the staff development function in the Department, so as to offer more stimulation to workers and supervisors in the development of their own social work knowledge.*
3. *The institution of local seminars in which workers and administrators can jointly review aspects of the Department's functioning.*

#### **2. On-the-job Training and Experience**

The Department appears to be aware of this shortage of professionally trained personnel and has attempted through a training program to remedy it by orientation and training courses. These courses are available to new workers within their first year of employment, and consist of two one-week sessions. Currently, no regular training program for supervisors is available, although Central Personnel of the Alberta Civil Service has a one-week Management Development Course aimed at improving supervisors' functioning throughout the service. This entire program can only be regarded as grossly inadequate.

Your Committee believes that an on-the-job training program would be most beneficial. Departmental policy should require that all persons hired by the De-

partment as social workers spend time in the field with an experienced worker. It takes much diplomacy and skill for a very young social worker to advise and work effectively with parents who have raised or are raising children of their own and who have now taken on the added responsibility of foster children. The immediate reaction is "how can he presume to tell us how to raise children?" For a mature person raising a family, this is an understandable assumption. If, however, the new worker were accompanied by a more experienced social worker the transition could be eased considerably. This in-the-field training period should apply not only in Foster Care, but in all branches of child welfare work.

Promotion from within the Department has also led to staff problems. It would seem that just when a social worker has gained the required experience he is elevated to an executive position and desk job. Valuable talent is lost.

The Department should look elsewhere for qualified people to do the paper, administrative and clerical work, i.e. business administration graduates, commerce graduates or people with experience in the business world.

Your Committee is of the view that in public welfare generally, the role of the social worker is critical and the present policy of elevating gifted and experienced social workers to purely administrative and clerical positions should be reconsidered.

This change in policy would also alleviate one complaint your Committee heard many times during its hearings throughout the Province, namely, the staying power of social workers. Foster parents complain that they and the children just begin to feel comfortable with a social worker when he leaves and is replaced by someone new. Consequently the whole process of "getting to know you" must begin over again. This is very disquieting and upsetting to everyone involved, particularly the children. Their hold on security is tenuous enough and constant change does nothing to enhance it. It is important to encourage and motivate the social workers to remain with the Department. New incentives must be found, other than the present one of "promotion to paper-work". In a letter from the Director of Employee Relations Division it is stated that in 1971 the reasons given by social workers for leaving the Department were as follows:

22 for other employment.

3 for health reasons.

13 for change of domicile (often married women whose husbands received a transfer.)

18 for further education.

27 for personal reasons.

5 gave no reasons.

1 discharged.

### 3. Salaries

Salary structure in the Department is determined and agreed upon between the Provincial Government and a bargaining agent, the Civil Service Association of Alberta, representing the social workers. The last Agreement negotiated commenced January 1, 1971 and included a 9.4% increase in 1971 and a 6% increase in 1972 for these classes. This agreement terminates on December 31, 1972 at which time salaries will be re-negotiated.



The following outlines the comparison between Alberta Provincial Government social worker rates with other jurisdictions in Western Canada:

	Undergraduate Degree	M.S.W. Degree
Alberta -----	\$547 - 755	\$724 - 953
British Columbia -----	650 - 788	788 - 953
Saskatchewan -----	522 - 706	741 - 945
Manitoba -----	573 - 732	632 - 980
Edmonton (City Social Services) -----	682 - 855	820 - 1,034
Calgary (City Social Services) -----	586 - 880	\$742 - 974

In addition, Alberta has an accelerated rate increase for social workers whereby they receive two increases in six months installments from the date of commencement of employment. This results in undergraduate and graduate rates of \$600 and \$794, respectively, at the end of the first employment year.

It would seem therefore, that turn-over of social workers even though very high, is not necessarily related directly to salary levels. This is particularly true in Northern areas of the Province where the lack of amenities — physical, psychological and social — make it extremely difficult to retain staff irrespective of salaries paid. Would it not therefore be practical to look within the areas of the Regional Offices for qualified people. Not necessarily graduate social workers but people with the qualities that are particularly suitable to the type of work: a knowledge of the area and the people, and a general understanding of the Welfare situation.

#### 4. Case Loads

In most of the Regional Offices the case loads are very high. Only one Regional Administrator expressed satisfaction with the number of workers on his staff. In some regions the work load situation is critical and immediate measures to rectify it must be taken. Because “Prevention” has become so important in social work there is a need for a more specialized type of service. Social workers with training and experience in family counselling, are required, who can help the family in a home situation before there is a complete break-down. In many cases this is a constant thing and the workers not only counsel the family but add much needed moral support. This type of service is almost impossible to provide today as is any type of personalized, continuing communication between the recipient and the worker. Because many workers are overburdened perhaps “purchase-of-service” could ease some of the case-load stress. There are agencies and community services in the Province that could provide:

1. A Foster Care program for Infants.
2. Day care programs for Pre-schoolers.
3. Home-maker services.
4. Services and organizations for teenagers.

#### RECOMMENDATION #18

1. *Realistic examination of the intensity of casework services expected of field staff and the work load that can be maintained in light of those expectations and the goal should be quality rather than quantity.*







# THE CHILD WELFARE ACT AND WARDS OF THE CROWN

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Because the vast majority of foster children are wards of the Crown, that is, children whose guardian is the Director of Child Welfare, some comment should be made about certain provisions of the Child Welfare Act, relative to wardship.

Much of the time allocated by your Committee at the public hearings centered around the concern of foster parents, Regional Administrators, Social Workers and others, over policy, practices and procedures relative to wardship proceedings.

At the present time, a child who has been found to be neglected within the meaning of Section 14(e) of the Child Welfare Act, may be made, in Family Court, a temporary ward or, in District Court, a permanent ward. In the case of temporary wardship the period of time of such wardship by virtue of Section 24(1) is not to exceed twelve months and Section 25 declares that the Court cannot make a further order "that will result in the child being a temporary ward of the Crown for a continuous period of more than 36 months".

This latter provision was originally intended to ensure that the Director took realistic steps during the wardship period to resolve problems with a view to reuniting the family. Without the three year limitation, it was thought that many temporary wardship files would simply be permitted to drift and no practical steps taken toward rehabilitating the child with its family. The restriction contained in Section 25 is commendable but it is very doubtful that it has in fact accomplished the intended design. As a matter of fact many temporary wardship cases receive little or no attention until the third year of wardship and in many instances until the last months of the third year. At that late date very little can be accomplished toward rehabilitating the child with the family.

At present, to comply with the three year limitation, one of two courses is taken: either proceedings are commenced in District Court for an order of permanent wardship or the child is returned to inadequate parents only to be further neglected and reapprehended. In either case the welfare of the child, which should be the major concern, is not served.

It would appear to your Committee that practical steps toward rehabilitation could be attained by an aggressive review of files periodically and proper inspection within the Department to insure that this is being done, rather than by a limitation period of wardship as now contained in the Child Welfare Act.

It is your Committee's recommendation that Section 25(2)(b) be repealed insofar as it restricts temporary wardship periods to not more than 36 months. Your Committee is of the view that no limitation period for temporary wardship is necessary. As presently administered, in many instances, more harm than good is in fact accomplished. With proper review and inspection of each wardship file, the Director should be free to decide at any time whether an immediate application for permanent wardship is in the child's best interest or whether a continuation of temporary wardship is the proper course, whether that be for one year, three years, five years or more.

At the other end of the spectrum there are instances where half-hearted attempts at rehabilitation are made when it is obvious that the natural parents will

never assume the responsibilities of parenthood. In such cases application for permanent wardship should be instituted. Failure to apply for permanent wardship has not been in the best interest of the child and has deprived the child of a stable, warm and adequate substitute home.

Investigations and enquiries by your Committee reveal that very often Regional Administrators are reluctant to instruct their workers to proceed with an application in District Court for permanent wardship. It has been their experience that District Court judges are not anxious to overlook the rights of natural parents, which the common law holds in such high esteem, in favour of the more modern concept of what is in the best interest of the child. As a result there are cases where a child has remained a temporary ward for many years when the Regional Administrator believed that the natural parents would never accept parental responsibilities; that it would never be practical to return the child to the parents, and that the best interest of the child could only be served by an immediate application for permanent wardship, with a view to placing the child for adoption. All too often, after years of hesitation and delay when the application for permanent wardship is launched, the child has become older and consequently its chances of securing a successful adoption have been lessened.

Although the intent of the Child Welfare Act appears to be, "what is in the best interest of the child", in practice such is not always the case. All too often the so-called rights of the natural parents predominate. As previously stated the Courts are very reluctant to "water-down" the age-old rights of the natural parents in favour of the more modern philosophy — the best interest of the child. If the "best interest of the child" doctrine is to prevail — even over natural rights of parents — this philosophy will have to be spelled out in clear and precise terms in the Child Welfare Act.

### RECOMMENDATION #19

1. *Repeal of the provisions of the Child Welfare Act which limits temporary wardship to a continuous period of 36 months.*
2. *Strengthening of internal administrative procedures to insure that active and practical steps are in fact being taken to reunite the ward with his or her family.*
3. *Periodic review and inspection of files within the Department to insure that permanent wardship applications are not being unnecessarily delayed.*

**APPENDIX A**  
**THE CHILD WELFARE ACT**  
**(O.C. 598/71)**

Approved and Ordered,  
GRANT MacEWAN,  
Lieutenant Governor.

Edmonton, April 5, 1971.

**COMMITTEE APPOINTED**

The Executive Council has had under consideration the report of the Honourable the Minister of Social Development, dated March 24, 1971, stating that:

Whereas, pursuant to section 12 of The Child Welfare Act, the Minister has appointed a Committee as set out hereunder and for the following purposes:

1. to study and receive recommendations on the problems related to foster care in the Province of Alberta;
  2. to study the present foster care procedures and practices in the Province of Alberta;
  3. to determine how effectively present legislation and procedures are meeting the needs of foster children in the Province of Alberta;
  4. To assess the numbers and types of children requiring foster home placement and indicate the future trends that may be expected;
  5. to study the conditions and environment provided by child care and treatment institutions as compared to foster homes to determine their relative impact on the lives of the children involved;
  6. to calculate the cost of comparative standards of foster care; and
  7. to review any other factors pertinent to the interests of the children in foster care;
- and

Whereas the said Committee is required to make such recommendations to the Minister as it deems advisable, following the conduct of its deliberations;

Therefore, upon the recommendation of the Honourable the Minister of Social Development, the Executive Council advises that the Lieutenant Governor in Council hereby approves the appointment of members of the said Committee as follows:

Judge Albert P. Catonio – (Chairman)

Frederick George Winters – Member

Eileen O'Byrne – Member

HARRY E. STROM (Chairman).



THE PROVINCIAL COMMITTEE ON

# FOSTER CHILD CARE

appointed by Order-in-Council No. 598/71 dated April 5, 1971

## INVITES SUBMISSIONS

from any interested person or group relating to the Law and Procedure of Foster Child Care in Alberta. Where possible, briefs should be typewritten in triplicate. However, briefs, especially from private citizens, need not be typewritten or professionally prepared.

All briefs should be forwarded to

**HIS HONOUR JUDGE A. P. CATONIO**

Box 704, EDMONTON, ALBERTA

before the 15th day of September, 1971

The Committee Will Hold

## PUBLIC HEARINGS

PLACE	DATE	PLACE	DATE
Camrose	September 1	Grande Prairie	October 6
Whitecourt	September 8	Peace River	October 13
Edmonton	September 13	Medicine Hat	October 18
St. Paul	September 15	Red Deer	October 20
Wainwright	September 20	Blairmore	October 25
Lac La Biche	September 22	Lethbridge	October 27
Vermilion	September 27	High Prairie	November 1
Edson	September 29	Drumheller	November 8
Calgary	October 4		

All persons presenting briefs are invited to attend the Public Hearing in their area and speak in support of their submissions. Hearings will be kept as informal as possible.

Dated at Edmonton, Alberta, this 26th day of July, 1971.

**CHAIRMAN HIS HONOUR JUDGE A. P. CATONIO**

Box 704, EDMONTON, ALBERTA

Mrs. Eileen O'Byrne,  
88 Valley View Crescent,  
Edmonton, Alberta.

Frederick Winters,  
2 Grenfell Avenue,  
St. Albert, Alberta.

**Everyone's Invited To Attend The**

# **PUBLIC HEARING**

**ON**

# **FOSTER CHILD CARE**

**IN ALBERTA**

## **CALGARY**

**Place: J. J. Bowlen Building  
Room 402A - 620 - 7th Ave. S.W.**

**Date: October 4th, 1971**

**Time: 11 .A.M. to 3 P.M.**

All persons who have presented briefs to the Department of Health and Social Development, Provincial Committee on Foster Child Care are urged to attend and speak in support of their submissions. Hearings will be kept as informal as possible.

**Chairman**

**HIS HONOUR JUDGE A. P. CATONIO**

**Committee Member  
Mrs. Eileen O'Byrne**

**Committee Member  
Frederick Winters**

**APPENDIX C**  
**NUMBER OF CHILDREN IN CARE MARCH 31, 1971**

PERMANENT WARDS . . . . .	3,281
TEMPORARY WARDS . . . . .	1,836
WARDS IN ADOPTIVE HOMES . . . . .	1,981
	<hr/>
	7,098
CHILDREN IN NON-WARD CARE . . . . .	500
OUT-OF-PROVINCE WARDS . . . . .	102
	<hr/>
	7,700
CHILDREN ADJUDGED DELINQUENT AND ON PROBATION . . . . .	660
	<hr/>
	8,360

**APPENDIX D**  
**NUMBER OF FOSTER HOMES IN THE PROVINCE OF ALBERTA**

SEPTEMBER 30, 1971 . . . . .	3,021
NOVEMBER 30, 1971 . . . . .	2,970
AUGUST 31, 1972 . . . . .	3,140

**APPENDIX E**  
**DEPARTMENT OF HEALTH AND SOCIAL DEVELOPMENT**  
**PERSONNEL CONCERNED WITH FOSTER CARE**

Minister . . . . .	Hon. Neil Crawford, Q.C.
Chief Deputy Minister . . . . .	B. Rawson
Deputy Minister of Social Development Services . . . . .	D. W. Rogers
Deputy Minister of Public Health Services . . . . .	Dr. P. B. Rose
Director of Child Welfare . . . . .	O. M. Melsness
Assistant Director of Child Welfare . . . . .	J. Lackey
Program Supervisor for Foster Homes and Unmarried Mothers . . . . .	A. Boettcher
Program Supervisor for Special Placement of Children . . . . .	D. Alexander
Program Supervisor for Ward Services . . . . .	R. Smith
Program Supervisor for Protection Services . . . . .	D. French
Program Supervisor for Young Offenders . . . . .	A. Rich

**CHILD WELFARE COMMISSION**

Chairman . . . . .	O. M. Melsness
Member . . . . .	J. E. Ward (Retired)
Member . . . . .	R. W. Holmes
Member . . . . .	K. T. Motherwell
Member . . . . .	W. L. Casselman



# APPENDIX F

## AMOUNT ALLOCATED BY DEPARTMENT OF HEALTH AND SOCIAL DEVELOPMENT FOR CARE OF FOSTER CHILDREN 1968 – 1971

	1968	1969	1970	1971
		(EXCLUDING JUVENILE OFFENDERS)		
PRESENTS, SPENDING MONEY . . . . .	\$ 1,169.53	\$ 1,350.88	\$ 17,386.82	\$ 32,516.08
FEES: MEDICAL, LEGAL, TUITION . . . . .	122,738.66	156,645.03	364,578.52	147,047.31
GRANTS . . . . .	64,911.82	22,527.05	30,802.20	63,335.95
HOSPITAL . . . . .	12,432.84	22,603.60	31,788.50	21,714.20
MAINTENANCE IN HOMES . . . . .	4,614,607.14	5,274,004.02	5,793,238.35	6,247,819.72
MATERIALS AND SUPPLIES . . . . .	671,080.37	776,848.24	864,612.39	896,600.08
TOTAL . . . . .	\$5,486,940.36	\$6,253,978.82	\$7,102,406.78	\$7,409,033.34

# APPENDIX G

## ESTIMATED COST OF FOSTER CHILD CARE IN PRIVATE HOMES AND INSTITUTIONS

Private Institutions	1969	1970	1971	Estimated Daily Cost per child (1971)
Salvation Army Children's Village (Booth Memorial Home), Calgary . . . . .	\$150,132.82	\$146,000.00	\$175,000.00	\$12.00
Don Bosco House and Dominic Savio, Calgary . . .	76,109.72	74,000.00	73,000.00	\$12.75 to \$13.13
Atonement Home, Edmonton . . . . .	65,556.47	88,000.00	88,000.00	\$ 5.05
Grace Children's Home Dimsdale . . . . .	22,641.08	24,000.00	24,000.00	\$ 3.25
Marydale, Edmonton . . . . .	92,917.09	175,000.00	175,000.00	\$22.00 to \$24.00
Providence Creche, Calgary . . . . .	47,316.19	96,000.00	84,000.00	\$14.33 to \$17.00
Mapleridge, Edmonton . . . . .	173,030.56	482,000.00	398,000.00	\$22.00
Welwyn Manor, Wetaskiwin . . . . .	178,363.17	190,000.00	197,000.00	\$15.00
William Roper Hull Home, Calgary . . . . .	426,695.21	493,000.00	569,000.00	\$32.00 to \$36.00
Centennial Villa, Edmonton . . . . .	38,866.53	37,000.00	31,000.00	\$ 7.08 to \$ 8.75
Woods Christian Home . . . . .	198,184.28	— CLOSED —	— REOPENED —	\$67.18
<b>Government Institutions</b>				
Rosecrest, Edmonton . . . . .	285,606.32	308,455.31	317,702.04	\$16.00 to \$20.54
Diagnostic and Treatment Centre, Edmonton . . . .	399,479.99	482,178.77	588,817.70	\$19.25 to \$25.07
Spruce Cliff Centre, Calgary . . . . .	—	—	144,100.28	\$42.34 to \$47.64
Youth Development Centre, Edmonton . . . . .	—	—	761,548.20	\$30.00 to \$47.42

**APPENDIX H**  
**CHILDREN'S INSTITUTIONS OPERATING IN THE PROVINCE OF ALBERTA**  
September 1st, 1972

Name and Address of Institution	Name of Director-Supervisor	Operator-Ownership	Capacity	Average Occupancy	Rates for Care	Remarks
Alberta Children's Hospital 1820 Richmond Rd., CALGARY, Alta.	Mr. R. L. Innis	Alberta Hospital Services Commission (Government)	128	105	\$54.99 per diem	Consistent treatment program and 24 hour care of children ages 5 to 15 years who have been diagnosed as psychotic by an Alberta Guidance Clinic. (Can apply to the autistic child)
Alberta School Hospital P.O. Box #580 RED DEER, Alta.	Dr. L. J. LeVan	Department of Health and Social Development (Government)	920	834	\$14.00 per diem	Total residential institutions for the care and training of mentally retarded children. The degree of retardation varies from totally dependent to the trainable mentally retarded. Purpose is to develop basic personal habits in a residential setting and to develop responsibility for accepting work in normal community, if possible.
Atonement Home, 11035 - 92nd St., EDMONTON, Alta.	Sister Anthony Therese	Franciscan Sisters of the Atonement (Private)	60	58	\$ 5.05 per diem	Institutional accommodation for children ranging in age from 3 to 12 years. Family groups. Non-denominational. Consultant psychologist and play therapist on staff.
Baker Memorial Sanatorium (Paediatric Unit) P.O. Box #72 CALGARY, Alta.	Dr. R. P. Boyd	Department of Health and Social Development (Government)	145	143	\$17.81 per diem	Provides full time nursing care for the severely retarded and multiple handicapped. Infants must be uneducable and untrainable - referral through Alberta Guidance Clinics. Age to 5 years.



Name and Address of Institution	Name of Director-Supervisor	Operator-Ownership	Capacity	Average Occupancy	Rates for Care	Remarks
Barrydale House 9618 - 101st Ave. GRANDE PRAIRIE, Alta.	Mr. Walter Borle	Grande Prairie and District Association for Retarded Children (Private)	33	33	\$100.00 per month	Residential accommodation for mentally retarded children who are attending the local school for retarded children. Age range 6 to 24 years. No restrictions as to race, sex, handicap.
Bethany Home for Children P.O. Box #310 WETASKIWIN, Alta.	Rev. H.R. Jespersen	Bethany Home for Children Incorporated (Private)	35	30	\$ 2.50 per diem	Institutional accommodation for family groups ranging in age from 1 to 16 years. Will accept emotionally disturbed children.
Camp He Ho Ha, P.O. Box #97 SEBA BEACH, Alta.	Mr. T. A. Shandro	The Associated Canadian Travellers (Private)	72	71	\$100.00 per 12 day camp period	Camp facilities for physically handicapped children or adults or rehabilitation cases and patients from Alberta Hospital.
Centennial Villa, 9511 - 77th Ave. EDMONTON, Alta.	Sister Mary Celestine	Catholic Charities (Private)	12	7	\$87.50 per day for 12 beds (Contract)	Group Home for adolescent girls between the ages of 13 and 18. Designed to offer residential care to emotionally disturbed adolescents who are unable to function in a foster home. Referrals must be made through the Child Welfare Admissions Committee.
Centre for the Care of the Mentally Handicapped 9830 - 111th St., EDMONTON, Alta.	Miss P. M. Neville	Department of Health and Social Development (Government)	92	88	Not yet established due to fact that operation is new.	Provides full time nursing care for the severely retarded both physically and mentally handicapped.
Children's Service Centre 1001 - 17th St. N.W. CALGARY, Alta.	Mr. Samuel E. Blakely	City of Calgary Social Service Dept. (Municipal Govt.)	91	57	\$18.25 per diem	Receiving home for children, birth to 18 years. Temporary accommodation. Emotionally disturbed, retarded, physically handicapped, family groups.

<b>Name and Address of Institution</b>	<b>Name of Director-Supervisor</b>	<b>Operator-Ownership</b>	<b>Capacity</b>	<b>Average Occupancy</b>	<b>Rates for Care</b>	<b>Remarks</b>
Diagnostic and Treatment Centre 12320 - 124th St., EDMONTON, Alta.	Mr. A. G. Frauenfeld	Department of Health and Social Development (Government)	82	81	\$24.20 per diem	Two diagnostic units to house 12 boys and 8 girls in each unit. Recreation and holding unit. Emotionally disturbed children between the ages of 2 and 20. Also 3 receiving home cottages for 10 children in each.
Dominic Savio 535 - 50th Ave. S.W., CALGARY, Alta.	Brother Christopher den Ridder	Brothers of Our Lady of Lourdes (Private)	9	9	\$119.70 per day for 9 beds (Contract)	Group home for emotionally disturbed boys, ages 10 to 16 years. Non-denominational. Referrals must be made through the Child Welfare Admissions Committee.
Don Bosco House 404 - 94th Ave. S.E., CALGARY, Alta.	Brother Christopher den Ridder	Brothers of Our Lady of Lourdes (Private)	12	10	\$165.00 per day for 12 beds (Contract)	Group home for emotionally disturbed boys, ages 11 to 15 years. Non-denominational. Also accepts children of normal behavior. Supervision and counselling offered.
Drumheller Community Residence 320 Railway Ave., P.O. Box #1227 DRUMHELLER, Alta.	Mrs. M. Rowe	Drumheller Association for Retarded Children (Private)	10	10	\$ 5.76 per diem	Provides residential accommodation for mentally retarded children who attend local school. Age range 6 years and over. Physically handicapped accepted, providing they are ambulatory.
Edmonton Children's Centre 12435 - 125th St., EDMONTON, Alta.	Mr. D. K. Wass	City of Edmonton Social Service Department (Municipal Government)	36	21	\$25.48 per diem	Emergency receiving home for apprehended children, birth to 18 years. Short term placements. Emotionally disturbed, family groups.
Glenrose School Hospital 10230 - 111th Ave., EDMONTON, Alta.	Dr. W. G. McPhail	Glenrose Board of Management (Provincial Government)	100	80	\$42.25	Provides treatment and education for physically handicapped children infants to 18 years. Also for emotionally disturbed children, 6 to 16 years.

Name and Address of Institution	Name of Director-Supervisor	Operator-Ownership	Capacity	Average Occupancy	Rates for Care	Remarks
Grace Children's Home P.O. Box #502 GRANDE PRAIRIE, Alta.	Mr. and Mrs. Roy Houseworth	Mr. and Mrs. Roy Houseworth (Private)	25	21	\$ 3.25 per diem (Clothing allowance not included)	Family groups, ranging in age from 3 to 18 years. Non-denominational. No race restrictions. Will accept emotionally disturbed.
Group Homes (14) Edmonton and Calgary	All Group Homes are staffed by houseparents or child care people under the supervision of government treatment institutions	Department of Health and Social Development (Government)	6	4	\$ 9.52	Emotionally disturbed children ranging in age from approximately 10 to 18 years who are unable to function in a foster home.
Hilltop Manor 230 - 8th Ave. N.W., CALGARY, Alta.	Mr. F. N. B. Sharpe	William Roper Hull Home (Private)	14	4	\$115.00 per day for 10 beds (Contract)	Group home setting to serve emotionally disturbed boys who have progressed in the program at William Roper Hull Home to a level of being responsible for their own behavior. Age range - 10 to 16.
Holy Angels Residential School FORT CHIPEWYAN, Alta.	Rev. Jean Porte	Roman Catholic Episcopal Corporation of MacKenzie (Private)	110	75	\$1,400.00 per school year	Residential facility for Indian and Metis children from outlying areas who are attending educational classes.
Kinsmen Camp Horizon P.O. Box #37 BRAGG CREEK, Alta.	Mr. Roy Duffus	Alberta Rehabilitation Council for the Disabled (Private)	60	60	\$100.00 per 12 day camp period.	Camp facilities for physically handicapped children or adults, or rehabilitation cases and patients from Alberta Hospital.



Name and Address of Institution	Name of Director-Supervisor	Operator-Ownership	Capacity	Average Occupancy	Rates for Care	Remarks
Lamoureux Children's Home P.O. Box #666 FORT SASKATCHEWAN, Alta.	Mr. and Mrs. E Bryldt	Lamoureux Children's Home Ltd. (Private)	12	12	\$114.00 per day for 12 beds (Contract)	Specialized foster home care for children who suffer severe mental and/or physical handicaps.
Langevin Children's Home P.O. Box #172 LAC LA BICHE, Alta.	Mrs. Lucienne Langevin	Mrs. Lucienne Langevin (Private)	9	8	\$27.00 per day for 9 beds (Contract)	Provides receiving home facilities for children who are apprehended and pending permanent placement in a foster home or other institution.
Lefebvre Children's Home P.O. Box #376 GRIMSHAW, Alta.	Mr. and Mrs. Dennis Lefebvre	Mr. and Mrs. Dennis Lefebvre (Private)	10	8	\$65.00 per day for 10 beds (Contract)	Provides receiving home facilities for children who are apprehended and pending permanent placement in foster homes or other institutions.
Lue Russell House 11145 - 132 St., EDMONTON, Alta.	Mrs. M. Roy	Edmonton Association for Retarded Children (Private)	14	11	\$100.00 per month	Residence accommodation for retarded children ranging in age from 6 years and up, who are attending the Winnifred Stewart School for Retarded Children or the Industrial Research and Training Centre.
Lincoln Lane Residence 4820 Richard Rd. S.W., CALGARY, Alta.	Mr. D. I. Cunningham	Calgary Association for the Mentally Retarded (Private)	40		\$100.00 per month	Residence accommodation for children and adults attending retarded school or workshops. Age range - 6 to 60 years.
Mapleridge 8421 - 101 Ave., EDMONTON, Alta.	Sister Immaculate Heart	Sisters of Our Lady of Charity (Private)	60	45	\$1,375.00 per day for 55 beds (Contract)	Institutional setting providing minimum security accommodation for those girls who are undergoing assessment and adjustment procedures. Also cottage facilities providing a reasonably normal home setting for teenage girls from 11 to 17.

Name and Address of Institution	Name of Director-Supervisor	Operator-Ownership	Capacity	Average Occupancy	Rates for Care	Remarks
Marydale, 10525 - 51 Ave., EDMONTON, Alta.	Sister Mary Celestine	Catholic Charities (Private)	24	23	\$576.00 for day for 24 beds (Contract)	Residential treatment centre for emotionally disturbed pre-teenage children, ranging in age from 6 to 12 years.
McCullough Residence 405 - 52 Ave. S.W., CALGARY, Alta.	Mrs. R. M. Randall	Providence Child Development Society (Private)	10	8	\$ 7.02 per diem	Group home for mentally retarded children. Serves as an outlet for Providence Child Development Centre to proceed with more advanced training. Age range 4 to 9 years.
Medicine Hat and District Residence for Retarded Children 978 - 2 St. S.E., MEDICINE HAT, Alta.	Mrs. Nellie Williamson	Medicine Hat and District Association for Retarded Children (Private)	10	10	\$ 4.60 per day	Residential accommodation for mentally retarded children who are attending the local school for retarded children. Age range 6 to 18 years.
Minor Seminary 4637 - 45 Ave., P.O. Box #339 ST. PAUL, Alta.	Rev. Joseph Lachance	Diocese of St. Paul (Private)	25	25	\$70.00 per month	Catholic youth residence for boys ranging in age from 15 to 18 years, who attend the local public school and regional high school.
Mitchell Children's Home 4527 Vegas Rd. N.W., CALGARY, Alta.	Mrs. Dorothy Mitchell	Mrs. Dorothy Mitchell (Private)	4	4	\$19.00 per day for 4 beds (Contract)	Provides specialized care for children suffering from severe mental and/or physical handicaps.
Oakhill Boys' Ranch BON ACCORD, Alta.	Rev. J. Ramsay Stuart	Oakhill Foundation (Private)	18	21	\$11.00 per diem	Cottage type setting for boys ranging in age from 10 to 16 years. Placements made by the Attorney General's Department, Indian Affairs and the Department of Health and Social Development.

<b>Name and Address of Institution</b>	<b>Name of Director-Supervisor</b>	<b>Operator-Ownership</b>	<b>Capacity</b>	<b>Average Occupancy</b>	<b>Rates for Care</b>	<b>Remarks</b>
O'Connell Institute 8451 - 101 Ave., EDMONTON, Alta.	Sister Immaculate Heart	Sisters of Our Lady of Charity (Private)	20	2	\$ 3.07 per diem	Institutional care for girls ranging in age from 4 to 13 years.
Oliver House No. 1 1401 - 18 St. N., LETHBRIDGE, Alta.	Mr. L. J. Wright	Lethbridge and District Association for the Mentally Retarded (Private)	8	6	\$100.00 per month	Residential accommodation for school aged children who attend the Dorothy Gooder School for Retarded Children.
Oliver House No. 2 1401A - 18 St. N., LETHBRIDGE, Alta.	Mr. L. J. Wright	Lethbridge and District Association for the Mentally Retarded (Private)	8	8	\$100.00 per month	Residential accommodation for school aged children who attend the Dorothy Gooder School for Retarded Children.
Providence Child Development Centre 5232 - 4 St. S.W., CALGARY, Alta.	Mrs. R. M. Randall	Providence Child Development Society (Private)	30	30	\$235.00 per day for 15 beds (Contract)	Accommodation for physically and/or mentally handicapped and retarded children, ranging in age from birth to 7 years. Referrals must be made through the Child Welfare Admissions Committee.
Reed Group Home 5207 - 51A St., P.O. Box # 98 LEDUC, Alta.	Mr. and Mrs. J. Reed	Mr. and Mrs. J. Reed (Private)	7	6	\$56.00 per day for 7 beds (Contract)	Boys ranging in age from 10 to 18 years who are unable to adjust to a foster home. Serves as an outlet for the Diagnostic and Treatment Centre.
Rosecrest Home 10205 - 134 Ave., EDMONTON, Alta.	Miss M. Light	Department of Health and Social Development (Government)	58	57	\$21.77 per diem	Provides accommodation to new born infants medically approved for adoption and those on medical hold and observations and treat- ment. Serves infants up to 2 years.
St. Paul Group Home for the Mentally Retarded P.O. Box #457 St. PAUL, Alta.	Miss H. Cummings	St. Paul and District Association for the Mentally Retarded (Private)	8	8	\$100.00 per month	Community residence for mentally and physically handicapped children between the ages of 9 and 17 years who are attending specialized educational classes.



<b>Name and Address of Institution</b>	<b>Name of Director-Supervisor</b>	<b>Operator-Ownership</b>	<b>Capacity</b>	<b>Average Occupancy</b>	<b>Rates for Care</b>	<b>Remarks</b>
Salvation Army Children's Village 3004 - 17 Ave. S.W., CALGARY, Alta.	Captain M. Lloyd	The Salvation Army (Private)	50	48	\$12.00 per diem	Five cottages housing ten children in each. Age range - 6 to 15 years. Living experience for children who are unable to function in a foster home.
Sheppard Children's Home 5849 West Park Crescent RED DEER, Alta.	Mrs. Phyllis Sheppard	Mrs. Phyllis Sheppard (Private)	3	3	\$16.00 per day for 3 beds (Contract)	Specialized foster home providing care and supervision for mentally and physically handicapped children.
Sifton House 528 Stafford Drive, LETHBRIDGE, Alta.	Mrs. K. Bluekens	Department of Health and Social Department (Government)	29	22	\$1936 per diem	Emergency receiving home for apprehensions and Government wards. Mainly to serve Lethbridge, Medicine Hat, Brooks and Blairmore Regional Offices.
Southern Homes 8552 - 75 Ave. EDMONTON, Alta.	Mr. Doug McAllister	Southern Homes Society (Private)	7	7	\$ 3.00 per diem	Temporary accommodation for girls or young women coming into the city from rural areas. Age range 16 to 20 years.
Spruce Cliff Centre 3410 Spruce Drive S.W., CALGARY, Alta.	Mr. W. Bruleigh	Department of Health and Social Development (Government)	18	15	\$62.59 per diem	Cottage type setting primarily for youngsters committed to the Director of Child Welfare through juvenile offenders route. Provides an open setting in residential community facility. Two cottages operate co-educationally with a capacity of 9 children in each, age range - girls to 16 and boys to 18 years.
Sunshine House P.O. Box #1952 PEACE RIVER, Alta.	Mrs. Mary Kenneway	Peace River and District Association for the Mentally Retarded (Private)	16	14	\$ 3.75 per school day	Community residence facilities for mentally and physically handicapped children aged 5 to 18 years who attend specialized educational classes.

Name and Address of Institution	Name of Director-Supervisor	Operator-Ownership	Capacity	Average Occupancy	Rates for Care	Remarks
Welwyn Manor 4704 - 57 Ave., P.O. Box #1711 WETASKIWIN, Alta.	Mrs. M. H. Peters	Welwyn Manor Ltd. (Private)	45	42	\$690.00 per day for 46 beds (Contract)	Home for multiple handicapped and retarded children, ranging in age from birth to 6 years.
William Roper Hull Home 2223 Anderson Rd. S.W., CALGARY, Alta.	Mr. F. N. B. Sharpe	Board of Governors (Private)	94	67	\$2,772.00 per day for 77 beds (Contract)	Residential treatment centre. Complex includes a closed diagnostic and intensive care unit for both boys and girls, 8 to 15 years.
Youth Development Centre 13120 - 34 Street P.O. Box #6086 Postal Station C, EDMONTON, Alta.	Mr. Denis C. Bell	Department of Health and Social Development (Government)	100	58	\$53.62 per diem	Institutional setting primarily for youngsters committed to the Director of Child Welfare through Juvenile offenders route. Provides a minimum security facility for children requiring a co-educational setting. Age range - girls to 16 and boys to 18 years.
Wetaskiwin Residence P.O. Box #429 WETASKIWIN, Alta.	Mr. F. MacNaughton	Wetaskiwin and District Association for the Mentally Retarded (Private)	8	3	\$100.00 per month	Community residence providing specialized care and supervision for mentally and physically retarded children, ranging in age from 5 to 21 years.
Woods's Christian Home 9080 - 48 Ave. N.W., CALGARY, Alta.	Mr. E. J. Faulkner	Wood's Christian Homes (Private)	30	11	\$67.18 per diem	Treatment of severely emotionally disturbed children in an environment distinctly different from the usual hospital atmosphere.

NOTE: Total per diem costs may sometimes not reflect a true picture. For example, Spruce Cliff, where the capacity is for only 18 children but the staff also work with an additional 15 to 25 children in the community as well.

APPENDIX 1  
RACIAL ORIGIN OF FOSTER CHILDREN  
1971

	MALE	FEMALE	TOTAL
METIS . . . . .	1,168	927	2,095
TREATY INDIAN . . . . .	422	341	763
NON-TREATY INDIAN . . . . .	99	78	177
WHITE. . . . .	3,153	2,025	5,178
NEGRO . . . . .	51	30	81
ORIENTAL . . . . .	33	14	47
EAST INDIAN . . . . .	8	7	15
ESKIMO . . . . .	11	8	19
OTHER . . . . .	21	10	31





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